WESTERN CANADA SERIES

CANADIAN CIVICS

R. S. JENKINS

BRITISH COLUMBIA EDITION

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R. S. JENKINS

BRITISH COLUMBIA EDITION

nour all men. Love the brotherhood. Fear God. Honour the King.—*Bible.*

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TORONTO

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PREFACE TO NEW EDITION.

It seems now hardly necessary to plead the cause of civics in the schools. On the other hand, there is needed a fuller discussion of the methods of teaching the subject. It is generally agreed that no text-book is required during the early years of the public school course. The child will gain an idea of what government is by examples drawn from the home and the school. As he grows older he can be taught to observe some of the work of government as performed by the municipality. He may see what roads are being made or improved, what side-walks are being put down, and what protects the community from the danger of fire. But beyond the municipal field he cannot very well proceed by direct observation. New principles appear. The whole area of government becomes extraordinarily complex. The discipline of the party system, the solidarity of the cabinet, the parallel activities of parliament and legislature, and the glamour of the monarchical tradition have to be studied definitely like new processes in arithmetic or new chapters in history. It will be seen that the chief aim of this book is to help the pupil at this stage of his progress. The larger part of the text is devoted to an explanation of the federal system and its relation to the provincial system. Topics XII–XIV are added for the purpose of reference and completeness, and for the use of senior pupils and study clubs.

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CANADIAN CIVICS.

PART I.—NATIONAL AFFAIRS.

TOPIC I.

The Outside Nations and the Empire.

1. The Nations.

When we look abroad upon the world, we observe that it has numerous divisions which bear the name of "countries" and which are occupied by "nations." Some of these divisions are large, such as the United States and Russia, while others are small, such as Switzerland and Greece. But we must not estimate power and importance solely by extent of territory. Thus Germany, though occupying a portion of Europe of only moderate area, is regarded as one of the great nations of the world.

There are, however, very few countries strong enough to defend themselves successfully against a foreign foe. The weaker nations owe their independence sometimes to the sense of justice of the more powerful, but more often to the

mutual jealousy existing among these latter. None is willing to see any of its neighbours grow very strong. Consequently, if a smaller country is invaded by a more powerful one there is probability that outside assistance will be given the former in one way or another.

Thus efforts are constantly being made to preserve what is commonly called the "balance of power." The stronger nations of the world are known as the "great powers." They are Great Britain, France, Germany, Italy, Austro-Hungary, Russia, United States and Japan.

2. The Kinds of Government.

After what has been said, we can describe in a general way what a "nation" is. It is a united body of people occupying a certain territory which is called a "country." Further, matters are so arranged that one man, or a small group of men, acts as its head, and is its highest representative in its dealings with other nations. Now the question is, how can a very large number of people, in some cases hundreds of millions, be induced to act together so that they will form one nation? The answer

is that this result is brought about by what is called "government," and we shall be studying in this book what our government is and how it holds our nation together.

To us in our day it would seem quite natural for a number of persons to agree to work together and to help one another in many ways, such as giving aid in defence against enemies, forming treaties with friends, and building roads and bridges or making other improvements. But we learn from history that the present arrangements by which these and many other things are done, were arrived at only after centuries of effort. Moreover, some nations have not made as much progress in government as we, and we ourselves, we shall see, have not yet reached perfection.

If we read history and observe how governments have grown up, we shall be inclined to place them in two classes. One class will include those in which the head of the nation, generally called a king or an emperor, is always a member of a particular family, and in which the son, no matter what sort of man he may be, usually

succeeds the father. This kind of government is called "monarchical," and it is that of Great Britain and Germany. The other kind of government is the "republican," where the head, often known as the "president," is chosen from the general body of the people by the citizens themselves or by persons directly representing them. This is the form existing in the United States and France. It is worthy of note that often men who are born poor and in a humble position rise to be presidents of the republics.

The better division, however, is into the two classes, "despotic" and "popular." In a despotic government, the ruler and a small group of men associated with him carry on the business of the nation without consulting the wishes of the people, while, in a popular government, the rulers, whoever they may be, must govern as the people wish. The government of Great Britain is monarchical and popular, while that of the United States is republican and popular. There are not many purely despotic governments now in the world, but some of the monarchical

governments of Asia and Africa and some of the republican governments of South America still belong to that class.

3. The Empire and the Colonies.

The name "Great Britain" is ordinarily used as the short form for the full title, "The United Kingdom of Great Britain and Ireland." Great Britain is the ruling state, or division, in the Empire to which we belong. In dealings with other nations, except in commercial and some other matters, Great Britain acts for the whole Empire. Divisions of the Empire, such as Canada, may have representatives in making treaties and arrangements with other nations on any matter which closely concerns them. But these are appointed as representatives of Great Britain as well, and are considered as such by foreign states.

It is plain that at present a great change is going on in the Empire. Some think that after a time the several divisions that are in the same position as ourselves, will be placed on an equal footing with the ruling division, Great Britain, and that some way will be devised of

making them all work together as one nation, when dealing with the rest of the world. Others believe that this plan of "allied nations" is not practicable, and that, if we try to carry it out, it will lead to the breaking up of the Empire. Here is one of our great problems and no one yet can see a good solution.

Our Empire is not an "empire" in the strict sense of the term. It has received this name solely on account of its enormous size, for its head is not an emperor but a king. Though the king is called an emperor as well, it is only as the ruler of India that he has a right to the title.

All the divisions of the Empire, except the British Isles and India, were originally called "colonies," or settlements, because emigrants went from Great Britain to take up land, or *settle*, in them. All of them were at first governed by men whom Great Britain appointed for the purpose. The colonists had very little to do with the management of their own public affairs.

But afterwards those colonies which possessed a sufficiently large and suitable population were

allowed to govern themselves, and they have all established popular forms of government as much like that of Great Britain as possible. Such colonies have long been known as self-governing colonies, but they have lately received the special name of "dominions." This is the name which we chose when we united the separate colonies of Canada, New Brunswick and Nova Scotia into one large country, the Dominion of Canada.

The word "colony" we do not like, and we usually speak of ourselves as a "nation." Some object to the name "nation," because it ordinarily means an "independent nation" or "sovereign state," and we do not claim to be that, but desire to be part of the Empire. Its use may be defended, because it is the nearest suitable word for a new condition of affairs, and we give the term a special meaning, just as the people of the United States have given a special meaning to the word "state." A "state" like New York is not an independent state, but is subject to the government of the whole United States at Washington. The chief "dominions" in the Empire besides Canada, are Australia

(called "Commonwealth)," New Zealand, Newfoundland, and Union of South Africa.

On the other hand, the colonies which have not a population suitable for self-government, as those situated in the tropics where the native races are not highly civilized, are placed, either wholly or partly, under the administration of persons chosen by Great Britain. Such are called "crown colonies."

But sometimes native races are left under their own rulers, Great Britain maintaining a general oversight through a specially appointed representative. This kind of government is known as a "protectorate." An example is Egypt, which has its own native ruler or Sultan, as he is called. This country formerly belonged to Turkey, but was finally made a part of our Empire during the Great War.

It may be said that in the British Empire there is every kind of government, from the most highly popular to the most despotic. But whatever may be the form, Great Britain

endeavours to administer it in such a manner as to make possible for each of the vast number of races and tribes under the imperial sway the greatest amount of happiness and prosperity.

NOTES.—The name "Great Britain" has been employed throughout. But it is to be observed that the name "England" is often used for the whole "United Kingdom," because of its being that of the largest division. The term "Britain" is also employed. "Imperial Government" is frequently used for "Government of Great Britain" or "British Government," because it is the supreme or highest government of the Empire. "Greater Britain" is a common newspaper term for the colonies. Its origin is obvious. The actual title of the king is: "George the Fifth, by the Grace of God, of the United Kingdom of Great Britain and Ireland and of the British Dominions beyond the Seas, King, Defender of the Faith, Emperor of India."

QUESTIONS.

1. What nations are called the "great powers"? Why are they so called?

2. What does "government" do for the nation?

3. Mention and describe the chief kinds of government.

4. What is an empire? Why do we call the British Empire by that name?

5. What are "crown colonies," "protectorates," and "dominions"? Give examples of each.

6. Read over and try to understand the lines quoted from Shakespeare.

England.

This royal throne of kings, this sceptered isle,
This earth of majesty, this seat of Mars,
This other Eden, demi-paradise,
This fortress built by Nature for herself
Against infection and the hand of war,
This happy breed of men, this little world,
This precious stone set in the silver sea,
Which serves it in the office of a wall
Or as a moat defensive to a house,
Against the envy of less happier lands,
This blessed plot, this earth, this realm, this England

—Shakespeare, King Richard II, Act II, Sc. 1.

TOPIC II.

The Dominion and the Provinces.

1. Federal System of Government.

Our system of government is what is known as a confederation, and in this respect it resembles that of the United States and Australia and differs from that of Great Britain and France. The settled part of Canada is divided into nine provinces, each having a government of its own.

A provincial government has the duty of looking after certain definite matters which concern the province alone, and which it is believed can best be managed by such a body of local men familiar with local needs. In a country of vast extent such as ours, the provinces differ very much from one another, in their position, some being on the sea and others inland; in their physical features, some being mountainous and others consisting of prairie; and in their inhabitants, some containing chiefly people whose ancestors came from the British Isles, others possessing a more mixed population, and one, Quebec, having a great majority of persons of French descent. Consequently, it is plain that with respect to many things laws must be different in different provinces in order to suit the varying conditions.

On the other hand, all matters which were thought by the founders of our constitution to concern the whole body of Canadians, or those about which it was felt more suitable laws could be made by a group of men representing the entire country, were left to be managed

by a central government, usually called the Dominion or Federal Government.

2. Subjects of Dominion Legislation.

Now in order that there should be no doubt as to which government, Dominion or provincial, had the right to make laws in regard to particular matters, it was agreed that the Dominion should deal with everything which was not expressly assigned to the control of the provinces. Then "for greater certainty" there was drawn up the following list of subjects about which the government of the Dominion alone has the power to "legislate" (that is, make laws):

(1) The public debt and property, (2) trade and commerce, (3) the raising of money by any kind of taxation, (4) the borrowing of money, (5) the postal service, (6) the taking of the census, (7) military and naval matters, (8) the payment of the "civil service," that is, the clerks and other officials employed by the government, (9) lighthouses, (10) navigation and shipping, (11) quarantine and marine hospitals, (12) fisheries, (13) ferries, except when

entirely within a province, (14) currency and coinage, (15) banking and paper money, (16) savings banks, (17) weights and measures, (18) bills of exchange and promissory notes, (19) interest, (20) legal tender, that is, what shall be accepted as money in payment for anything, (21) bankruptcy, (22) patents for inventions, (23) copyrights on books, etc., (24) Indians and Indian lands, (25) naturalization, that is, the giving of the rights of citizenship to foreigners, (26) marriage and divorce, (27) the criminal law, except the constitution of the courts of law, (28) penitentiaries, (29) matters expressly stated as not belonging to the provinces.

3. Subjects of Provincial Legislation.

To the provincial governments has been assigned the definite list of subjects given below. They cannot legislate about any matter not mentioned in this list; but they alone can legislate about those which are included in it. The list is,

(1) The changing of the constitution of the province, except in regard to the office of

lieutenant-governor, (2) direct taxation, (3) the borrowing of money for the province, (4) the civil service of the province, (5) the public lands, if the province owns its lands, (6) the prisons and reformatories of the province, (7) hospitals, asylums, and charitable institutions, (8) municipal institutions, (9) licenses such as those of taverns, shops, and auctioneers, (10) local works and undertakings, except lines of steamships, railways, canals, telegraphs, and other works and undertakings extending outside the province, and such works which, although wholly inside the province, are declared by the Dominion parliament to be for the general advantage of Canada, (11) the incorporation of companies for business in the province, (12) the solemnization of marriage, (13) property and civil rights, (14) the administration of justice and procedure in civil matters in the courts, (15) punishment by fine and imprisonment, in case any provincial law is broken, and (16) generally all matters of a merely local or private nature.

The subject of education must be added to this provincial list. But if a province before

it entered confederation has passed laws to establish separate schools, it must always allow these schools to be carried on. Consequently, the Roman Catholics of Ontario and the Protestants of Quebec can never be forced to give up the separate schools which they at present possess. Further, the subjects of agriculture and immigration may be dealt with by both the Dominion and the provinces. But if the Dominion law and the provincial law do not agree in whole or in part, the Dominion law is the one which has force.

What happens if a province enacts a law on a subject with which it has no right to deal? If a person breaks such a law, can he be punished? He can allow the matter to go to trial in a court, and it is there determined whether the province has a right to enact such a law or not. If the province has no such right, the person wins his case and cannot be punished. In very important matters a suit of this kind will be carried from a lower court to a higher, until it is finally decided by the highest court in the Empire, the Privy Council in England.

4. Dominion Control of Provincial Legislation.

But there is another way by which not only a law beyond the right of a province to make, but even one which comes within its right, can be entirely set aside. This is to be found in what is known as the power of "disallowance." The Dominion government may, if it desires, "disallow," or set aside, any provincial law, provided that it does so within a year after receiving a copy of such law from the province. This is a power which should not be used very often, because it is very natural for the people of a province to resent what looks like too much interference with their own local affairs.

5. Imperial Control of Dominion Legislation.

The government of Great Britain has likewise the right to disallow a law enacted by the Dominion, if it is considered that this law will cause injury to the Empire, is contrary to treaties that have been made with foreign nations, or is beyond the right of our parliament to pass.

6. Uncertainties as to Dominion and Provincial Powers.

Now it may seem as if everything had been carefully provided for, so that no dispute could ever arise between a province and the Dominion in regard to the subjects about which they have a right to legislate. But it is just here that some of the greatest difficulties have been encountered. Many matters were not carefully enough stated in the constitution, and, as a consequence, the courts have had to do a great deal of work in determining whether the Dominion or the provinces have the power to legislate in certain cases. For example, one of the very important questions for a long time in doubt was, how far the provinces could go in making laws about the sale of intoxicating liquors. This question has been at last decided, and it is now known that the provinces are allowed to restrict and practically to prohibit the sale in certain well-defined ways.

In concluding this topic, we may observe that the laws of our province have much more to do with our ordinary life and its happiness than

have the laws of the Dominion. For what our city or other local municipality asks from us or does for us, how our schools are conducted, how property is kept or sold, and a vast number of such matters as most intimately concern us, all depend upon the laws, good or bad, which our province makes.

NOTE.—The "constitution" is the name given to the whole body or collection of rules in accordance with which the government of a country is conducted. In Great Britain these rules are not anywhere written out together in one document. They are gathered from what British governments have done in the past even back to distant ages, and have come to be pretty well understood. If there is doubt as to what to do in a particular case, or if there really is no rule, a certain decision is adopted by the government as to the matter. This decision may lead up to a new rule for the future, and is called a "precedent." In the United States, however, a great number of the rules of government are written out in a formal document, and are changed rarely and with difficulty. So we speak of Great Britain as having an "unwritten" constitution, and of the United States as having largely a "written" constitution. Canada has a written constitution in the "British North America Act," which was passed by the parliament of Great Britain at our request in 1867, so that the various separate provinces of those days might be formed into a union or "confederation," and be able to work together with a federal government over them all. But there are a multitude of points which our written constitution does not cover, and so we follow and establish precedents as well, and also go back to the precedents set by the governments of Great Britain.

Questions.

1. Why is the federal system of government suitable for Canada?

2. Tell in a general way what classes of subjects come under the jurisdiction of the Dominion and of the provincial governments. Illustrate your answer by examples.

3. To what extent can the provinces deal with the subjects of education and immigration?

4. How can the Dominion control the legislation of the provinces? How can Great Britain control Dominion legislation?

5. What difficulty has arisen in the working of our federal system?

6. What is meant by the "constitution"? What is a "precedent"?

7. Write a composition taking as your subject the thought contained in the following lines:

The State.

What constitutes a state?
Not high-raised battlement or laboured mound,
Thick wall or moated gate;
Not cities proud with spires and turrets crowned;
Not bays and broad-armed ports,
Where, laughing at the storm, rich navies ride;
Not starred and spangled courts,
Where low-browed baseness wafts perfume to pride.

No! men, high-minded men,
With powers as far above dull brutes endued
In forest, brake, or den,
As beasts excel cold rocks and brambles rude,—
Men who their duties know,
But know their rights, and knowing, dare maintain,
Prevent the long-aimed blow,
And crush the tyrant while they rend the chain.

—*William Jones.*

TOPIC III.

How the Laws are Made.

1. Legislation.

In the government of a country there are three kinds of work to be done. One is the making of the laws, and another is the carrying out of the laws. The third kind of work is that which the courts do in deciding what the law is in particular cases that are brought before them.

Let us for the present consider only the first kind of work, the making of the laws. We may well do so, because in our country the men who carry out the laws are also among those who make the laws. In the United States, on the other hand, the men who carry out the laws,

namely, the president and his cabinet, may have little part in making them.

2. Parliament.

The body of men who legislate for the Dominion is called the "parliament" of Canada. Parliament consists of the king and the two houses of parliament, the Senate and the House of Commons. The king cannot, of course, be present here in Canada, and so some one is appointed to act for him. This representative of the king is known as the governor-general. Yet it must always be remembered that the king is considered to be the direct ruler of Canada. All laws are made in his name, and not in that of the governor-general. Moreover, the governor-general is said to give not his own but the king's assent to a bill, before it becomes law.

3. Governor-General.

The governor-general is appointed by the British government, and is generally some well known man in Great Britain. He is usually a member of the House of Lords. No Canadian has ever been appointed, but it cannot be said that any rule has been made as yet in regard

to the matter. Some day the question will come up for decision, and there will be a precedent set either for or against the appointment of a Canadian to this high office.

The governor-general acts towards the houses of parliament of Canada in exactly the same way as the king acts towards the houses of parliament of Great Britain. The king nowadays has no power to do anything but what the houses of parliament wish. If they pass a bill, he must assent to it.

He does not sit in either of the houses, and is quite apart from them. But the leader of the government, that is, the person whom the House of Commons is willing to obey, is expected to tell the king about all important matters that are being discussed in parliament. The king can give advice to the leader of the government, and can warn him, if he thinks that he is leading parliament to make mistakes, but cannot refuse to do what parliament wishes. All discussions between the king and the leader of the government are kept absolutely secret. So nobody really knows what the king's opinions are.

Since he must do what parliament and its leader desire, he is never blamed if a mistake is made. Consequently, there is at the head of the nation a person who is regarded as above and beyond all the fierce struggle of politics. If the nation is dissatisfied, it blames only the leader of the government and those who support him in parliament.

Sometimes, however, our governor-general, when a bill is sent to him after it has passed the two Houses, may say that he does not give the king's assent to it, but reserves it for the king's decision, that is, of course, for the decision of the government of Great Britain. The governor-general will never reserve a bill, unless he has a good reason for so doing, such as, believing that it will be hurtful to the Empire as a whole, that it is contrary to treaties with foreign nations, or that it is beyond the right of our parliament to pass. Two years are allowed for the British government to consider whether the king's assent shall be given to a bill reserved in this way. If it is given, the bill becomes law, but, if not, the bill does not become law.

As has been mentioned before, the British government can likewise disallow a law already passed and assented to by the governor-general. So its powers are very great, but they are used carefully, or there would soon arise much ill-feeling in Canada against Britain. In the same way there would be ill-feeling in the provinces, if the Dominion government used its power of disallowance without proper care. All trouble is usually avoided, because the governments concerned earnestly strive to meet one another's views as far as possible. In the end matters can generally be arranged in a very friendly way, even when the governments have not at first been in agreement upon certain points.

4. The Senate.

It is in the houses of parliament that the laws are made; for it is now plain that the governor-general, although he is at the head of the nation, has scarcely any real power. Of the two Houses, the Senate is very much less important than the Commons. The Senate has, however, the same right of legislation as the Commons, except in one important matter. But usually it

does not try to do much work beyond accepting after more or less discussion and amendment the bills already passed by the House of Commons. Later we shall learn why it is that the Senate is not a more important parliamentary body.

5. The House of Commons.

The laws are really made in the House of Commons. The leader of the government is nearly always a member of this House and guides it in its work. If he should happen to be a member of the Senate, he must have some one recognized as the leader of the House of Commons in his place. But such an arrangement is not a safe one in our parliament. Besides the leader of the government, most of the members of his cabinet, that is, those who are directly associated with him in the government of the country, have seats in the House of Commons. We usually speak of the leader and his cabinet as the "government." They must either have the support of a majority of the members of the House of Commons, or give up their places to those who are able to obtain a majority.

It is their duty, while they are in power, to see that the laws which are necessary for carrying on the work of the nation, are properly passed by parliament. Bills introduced at the wish of the government are called "government measures." They may be brought in either by members of the government themselves or by private members in whom they have confidence. If a government measure does not pass, the government must resign or ask the governor-general to allow a new election to be held. Therefore, the defeat of a government measure in the House is a very serious matter and hardly ever happens. For the government usually finds out beforehand whether its supporters are willing to allow the bill to pass or not.

But sometimes the members of the government may feel that a certain measure which they desire to bring in, is so important that it must be placed before the House, and yet that it is in danger of being rejected. What they will probably do, will be to endeavour to put this measure, if possible, in such form

as to render it more acceptable to their followers and induce them to change their minds. Moreover, supporters of the government do not like to see their side beaten, and besides, members of the House do not usually wish to have an election held before the regular time, because elections are uncertain and expensive. Therefore, the government generally finds it an easy matter to persuade its followers to assist in passing all the legislation that is required.

In addition to the measures which the government introduces, a great many bills are brought in by private members. Some of these pass, many do not pass, while others never really come before the House at all. We shall be able to understand this part of the subject better when later we study how parliament does its work.

NOTE.—Before a proposed law has passed the houses of parliament and has been assented to by the governor-general, it is known as a "bill." Afterwards it is called an "act of parliament" or a "statute." An act of parliament may come into force as a "law," as soon as it has passed the Houses and received the royal assent, or it may be intended to come into force at a later time.

Questions.

1. What are the three kinds of work to be done in the governing of a country?

2. Of what does parliament consist?

3. By whom is the governor-general appointed? What are his duties? Who is the governor-general at the present time?

4. When may the governor-general "reserve" a bill?

5. What special meaning does the word "government" have in politics?

6. What are "government measures"?

7. What is the difference between a "bill" and an "act"?

8. Commit to memory the following lines:

You ask me, why, tho' ill at ease,
Within this region I subsist,
Whose spirits falter in the mist,
And languish for the purple seas.

It is the land that freemen till,
That sober-suited Freedom chose,
The land, where girt with friends or foes
A man may speak the thing he will;

A land of settled government,
A land of just and old renown,
Where Freedom slowly broadens down
From precedent to precedent.

—*Tennyson*

TOPIC IV.

How Parliament Does Business.

1. The Speaker.

We shall now take up more fully the study of the two houses of parliament, and see how they carry on their work and how the members of each are chosen. We shall speak chiefly of the House of Commons, and mention the Senate only when the latter differs in some important respect from the Commons.

The House of Commons is like any public meeting, and must have a chairman to see that business is conducted in a proper way. The chairman is called the "speaker." He is elected by the House, when it first meets after the parliamentary elections. He is one of the supporters of the government, because the government have the majority in the House, and thus can always secure the election of one of their own friends. But as soon as he becomes speaker, he is expected to be impartial, that is, to see that all members are fairly treated in the debates, no matter whether they are supporters of the

government or not. There is also elected a deputy or assistant speaker.

The speaker of the Senate is not elected by the Senate, but is appointed by the "governor-general-in-council," which means, as we shall find out later, the government.

2. Other Officers of the Houses.

There are certain other officers in the Houses, who are not members of parliament, but are appointed to help with the carrying on of business. For example, there is a clerk, with many assistants under him, who has charge of the journals or records of what the House has done, the translation of documents, and a great many other such matters.

Another officer in the Commons is the sergeant-at-arms, who is in some respects the policeman of the House. If a member will not obey the speaker or is disorderly, the sergeant-at-arms arrests him or has him removed. He also looks after the furniture of the House, and has charge of the pages, or little messenger boys, who wait on the members, carrying books, taking messages and the like.

It is very interesting to watch these little fellows running about on their various duties, while a meeting of the House is going on. Another duty of the sergeant-at-arms is to walk in front of the speaker on the proper occasions, carrying the mace, the symbol of the House's authority.

3. The Speech from the Throne.

Parliament must meet at least once a year. The governor-general who, as always, follows in this matter the advice of the leader of the government, sets the day for parliament to assemble. When the day comes, he himself or some person representing him, generally the Chief Justice of Canada, goes in great state to the parliament buildings, accompanied by a bodyguard of soldiers. He takes his seat on a throne in the chamber where the Senate meets, and then sends a message to the members of the House of Commons to leave their own chamber and come to the Senate.

When they arrive, he reads a short address in English and French which mentions what business the government is going to ask parliament

to do during the session. This is called the "speech from the throne." It is not written by the governor-general, as one might suppose, but by the leader of the government. When this brief ceremony is over, the governor-general goes away, and the members of the House of Commons return to their own chamber. In due time the address is discussed and a reply to it is prepared.

All these doings seem rather strange and formal to us nowadays, but they meant a great deal long ago in England. In those times the speech was a real one from the king himself, and often parliament was very unwilling to do what he desired. So the reply was then a very real thing too, and was drawn up by members sometimes at the risk of their lives. But all this is long since changed, though the old forms are still kept up.

4. Good Manners in Parliament.

While speaking in the House of Commons, a member must always address his remarks to the speaker and not to the other members. He is not allowed to call any member by his name, but

must describe him as "the honourable member for North York," or "the honourable member for Calgary," or whatever the member's constituency may be. This is done so that debates in the House may be as dignified as possible, and that members may be less tempted to say evil things of one another.

It is the duty of the speaker to check the use of all improper terms in debate. For example, no member, no matter who he may be or how much he thinks himself to be in the right, is allowed to call another member a "scoundrel." In moments of excitement members sometimes so far forget themselves as to use such violent language, but the speaker of the House always requires that an apology be made.

5. Debate.

As in any public meeting, a question is brought before the House in the form of a motion made by one member and seconded by another, except that two days before, notice must be given that such a motion will be made. In the debate on a motion each member is

allowed to speak only once. The mover is, however, permitted to reply.

But when a freer and fuller discussion is desired so that all points may be brought out, the House goes into "committee." This is always done in the case of bills, since it is advisable to have all details studied closely as a means of preventing mistakes. When the House goes into committee, the speaker leaves the chair, and the deputy speaker or a chairman presides in his place. The House may then be said to be in its "working clothes."

6. A Division.

When the debate is over, and it is uncertain whether the majority of the House is for or against the motion, a "division" is demanded. All the absent members are called in, for it is the bad habit of some of the members to remain out of the House a good deal of the time and, when summoned, to rush in to vote without having heard very much of the debate.

When all are seated, the speaker asks those who are in favour of the motion to stand. The clerks then take down the name of each member

who is standing. Next those who are against the motion are requested to rise, and their names are taken down in the same way. When the names are all counted, the speaker states that the motion has been "lost" or "carried," as the case may be. The speaker himself never takes part in the voting, unless the votes for and against a motion are exactly equal. In that case he gives his vote and decides the question.

7. The Senate and the Commons.

When a bill has passed the House of Commons, it is sent on to the Senate, which considers it in the same way as the Commons have already done. If it passes the Senate, it then goes to the governor-general to be assented to in the name of the king. Sometimes, however, the Senate makes changes in a bill, and if the two Houses cannot agree about these, the bill is dropped. But if the Houses reach an agreement, the bill is sent on to the governor-general as before.

8. Committees.

Besides the "Committee of the Whole House," which has already been mentioned, there are smaller committees, or groups of

members, chosen to consider particular bills or other matters and to report their opinion about them to the House. Each committee has its chairman, and it does its work in the same way as the committee of the whole house. If a bill does not pass the committee which has been chosen to study and discuss it, there is little probability that it will pass the House, at least during the existing session of parliament. In such a case you will probably read in the newspapers that it has been "killed in committee."

9. Supremacy of the House of Commons.

The House of Commons holds the purse of the nation, and this is the true reason why the government must have its support or resign. Unless the House is willing, no tax can be collected by the Dominion government, and no money paid out for any purpose beyond a few matters expressly mentioned in the constitution. It is evident that the work of government could not long go on, if there were no money to pay those employed in the public service, such as the clerks in the parliament buildings

and the Dominion officials throughout the country.

A bill that provides for the paying of money or the levying of a tax, must first be passed in the House of Commons. Then it is sent to the Senate, which cannot make any change in it, but must either pass it as it stands, or else reject it altogether. Further, even in the House of Commons, no private member can propose such a bill, but only a member of the government. For the government knows, or should know, how much money it needs and can ask for the proper amount, while a private member could hardly have such accurate knowledge. Besides, if the government did not have this matter entirely in its own hands, it could not fairly be blamed, when mistakes were made in levying too high a tax on the people or in paying out money improperly.

It will be seen from what has been said that the House of Commons is practically supreme. If it does not approve of what the government is doing, it can stop everything by simply shutting up the purse of the nation. But

nowadays the House has never to resort to such an extreme measure. All it has to do is to show by a vote that it no longer has "confidence" in the government, and the latter at once resigns.

10. Senators.

We shall now study how the members of parliament are chosen. A senator is appointed by the "governor-general-in-council," that is, by the government. He remains a member of the Senate so long as he lives, unless he resigns, stays away from parliament for two sessions together, leaves Canada and becomes a citizen of a foreign country, fails in business, commits a crime, or goes to reside in a province other than the one for which he has been appointed.

Before he can be chosen, he must be at least thirty years of age, be a British subject, be worth at least $4,000, and live in the province for which he is to be appointed. A Quebec senator must also live in the particular division of the province for which he is selected, or own property there. The number of Senators is :

For Ontario	24
" Quebec	24
" Nova Scotia	10
" New Brunswick	10
" Prince Edward Island	4
" Manitoba	6
" Saskatchewan	6
" Alberta	6
" British Columbia	6
	96

11. Members of the House of Commons.

Members of the House of Commons are elected by the people of Canada. But not everybody has a vote. The laws about the matter differ in the different provinces, but, as a rule, all men of the full age of twenty-one years, who are British subjects and are not criminals or insane, have the right to vote. In one or two of the provinces it is necessary also to own a small amount of property, or to pay rent to a certain amount, or to fulfil some other conditions before being allowed to vote. Indians do not usually have the right to vote. In 1917 women voted for the first time in parliamentary elections. (See page xv at end of book.)

Before a person can be elected to the House of Commons, he must be a British subject, but need not own property or live in the province or district for which he seeks to be elected. If a man who has committed a crime is elected, the House of Commons will not allow him to take his seat, and the district for which he is elected may just as well be without a representative.

elected

12. The Number of Members in the Commons.

The number of members elected to the House of Commons in the elections of 1917 was: 1923

For Ontario	82	82
" Quebec	65	65
" New Brunswick	11	11
" Nova Scotia	16	14
" Prince Edward Island	4	4
" Manitoba	15	17
" Saskatchewan	16	24
" Alberta	12	16
" British Columbia	13	15
" Yukon Territory	1	1
	235	

The question may be asked, how is it that there were just 235 members in the House of Commons in the year 1917? We shall try to find the answer. The number of members depends on the population of the Province of Quebec. This province must, according to the constitution, always have 65 members. Then, when Quebec is given 65 members for a certain population, the other provinces are given the number that is proper for their population. If the population of another province is greater than that of Quebec, that province will have more members than Quebec. Consequently, the Province of Ontario has always had more members than Quebec. But if the population of any province is less than that of Quebec, it will have fewer members. The Province of Manitoba, for example, has always had fewer members than Quebec. So to find the number of members a province may have, is only a question in arithmetic which can be easily solved.

Now, if we take the population of Quebec and that of Ontario as a little smaller than they really are, we shall be able to have

easier numbers with which to deal. We shall, therefore, suppose that the population of Quebec is 1,950,000. The province must have 65 members, and, dividing 1,950,000 by 65, we find that it will have one member for every 30,000 people. Further, if we take the population of Ontario as 2,460,000, all we have to do in order to find the number of members to which it is entitled, is to divide this number by 30,000. The result is 82.

In the same way the number of members for each of the other provinces can be found, if we know the population. 30,000 is called in this case the "unit of representation," for it is the number of people who have a right to one member of parliament to represent them. In order to avoid fractions, we have taken an easy example, but when fractions occur, those that are less than one-half are not counted, and those over one-half are reckoned as equal to 1.

The following are additional examples to be solved: 1. The population of Quebec in 1911 was really 2,003,232, and that of Ontario 2,523,274, instead of the easier numbers we

chose. Find the unit of representation and the number of members for Ontario.

2. If the population of Quebec grows to 3,000,000, and that of British Columbia to 1,000,000, what will be the unit of representation, and the number of members which British Columbia will have?

13. Census.

The census is taken, that is, the population of Canada is counted, every ten years in those years which end in 1, as 1891, 1901, 1911. After the taking of the census, parliament passes a law to give to each province its proper number of members, and this number cannot be changed till after the next census. Some of the provinces may be assigned fewer members as the result of a new census, because the population of Quebec is growing fast and so the unit of representation is increasing. Thus Prince Edward Island came into the Dominion with 6 members, and now has only 4. But the western provinces always gain members when a change is made, because their population is increasing very rapidly.

In 1917 the number of members was reckoned according to the census of 1911. On the basis of population, Prince Edward Island should have 3 members, not 4. But by a recent provision, a province is allowed to have as many members in the Commons as it has in the Senate. Yukon Territory is given 1 member.

14. Constituencies.

Having learned how the number of members for each province is determined, we have yet to consider how the provinces are divided into districts for the election of these members. Such divisions for electoral purposes are commonly called "constituencies." Each constituency ordinarily elects one member. But sometimes, as in the case of a city like Ottawa, which is from its size entitled to have two members, no division is made, and the one large constituency is asked to elect two members.

To divide a province into the proper number of constituencies with a fairly equal population, is not an easy matter. In whatever manner it may be done, there is nearly always a great deal of complaint that the government has acted

unfairly. This subject will be taken up more fully under Topic VI.

NOTES.—A "bill," before it can pass the House, must be read three times. At the second reading debate upon it takes place.

The "Territories." Those parts of the Dominion that are not included in any of the provinces are called "territories." So long as a territory has a small population, it is governed directly by the Dominion. But as it becomes settled, it is given more and more power in local matters, until at last it is formed into a province. There are at present two territorial divisions in the Dominion: (1) Yukon Territory, electing its own governing body, the "territorial council," and (2) the Northwest Territories, having as yet no local government. Territories may be given representation in Parliament, but not necessarily on a strict basis of population.

QUESTIONS.

1. How is the speaker of the House of Commons chosen? Mention some of his duties.

2. What is the "speech from the throne"?

3. How is a question brought up for discussion in the House of Commons? How is a "division" taken?

4. What are the stages in the passing of a bill?

5. Tell why the House of Commons is supreme.

6. What are the qualifications necessary for a senator? For a member of the House of Commons?

7. In what way is the number of members in the House of Commons determined? What are "constituencies"?

8. Write a composition on the thought contained in the following lines, taking them as applicable to Canada:

Liberty.

On foreign mountains may the Sun refine
The grape's soft juice, and mellow it to wine,
With citron groves adorn a distant soil,
And the fat olive swell with floods of oil:
We envy not the warmer clime, that lies
In ten degrees of more indulgent skies,
Nor at the coarseness of our heaven repine,
Though o'er our heads the frozen Pleiads shine:
'Tis liberty that crowns Britannia's isle
And makes her barren rocks and her bleak mountains smile.

—*Addison.*

TOPIC V.

The Premier and the Cabinet.

1. Introduction.

Mention has been made many times already of the "government" and the "leader of the government." We shall now try to show what is meant by these terms. The word "government" is here used in a special sense, and denotes the body of men who really rule the nation, for, as we already know, the king or his representative, the governor-general, has no actual power. This body is also called the

"cabinet." Further, it is known as the "executive" or the "administration," because it executes or carries out the laws and conducts the business of the nation, while the duty of parliament is chiefly to legislate or make the laws.

At the head of the cabinet stands the person whom we have thus far called the leader of the government, but who is more usually known as the "prime minister," or "premier." The first form of the name, prime minister, is the one always employed in Great Britain, but not often used in Canada except in speaking of British affairs. The second form, premier, is the French word for "first," with the word "minister" omitted, and so means exactly the same as "prime minister," or "first minister." We almost invariably employ the form "premier" in speaking of Canadian affairs.

But why is the word "minister" used? "Minister" means a "servant." Formerly the prime minister was the servant of the king, and carried out his commands. Now he is really the servant of the nation, for it is

ultimately through its will that he becomes the head of the executive, or cabinet. The other members of the cabinet are likewise called "ministers."

2. Appointment of a Premier.

When a new premier is to be appointed, the governor-general sends for the person whom he thinks the majority of the House of Commons will support, and asks him if he will be his adviser and form a cabinet. If the person chosen feels that he can secure the support of the House of Commons, he sets about the selection of a certain number of men who may be willing to become his fellow ministers.

This is an easy matter, if it is pretty certain that the House of Commons will support the new premier. Otherwise it may be very difficult or impossible. In the latter event the new premier must go back to the governor-general and say that he cannot form a cabinet. He then usually gives the name of a person who he thinks will be able to get proper support in the House. The governor-general will at once send for this person, and ask him to be premier and form

his cabinet. When the latter has his cabinet chosen, he reports the names of the members to the governor-general for approval.

3. Members of the Cabinet in Parliament.

The premier, when he is first chosen, need not be a member of parliament, though he almost always is, but he must become a member as soon as possible. He usually prefers to belong to the House of Commons; but though he would be permitted to be a member of the Senate instead of the Commons, such an arrangement would not work well, for in that case he would not be able to take a direct part in what was being done in the House whose support is so necessary to him. The other ministers are chosen, sometimes from among men already in parliament, but nearly as often from among those outside. All ministers must, however, like the premier, become members of either the House of Commons or the Senate. But usually only a few of the ministers are members of the Senate.

It is important to note that, even if a minister is a member of the House of Commons before his appointment, he must be

re-elected to the House as a minister and member of the cabinet. The reason is that cabinet ministers get a special salary from the nation for their work, and no member of parliament is allowed to accept any salary from the nation beyond the payment he receives as an ordinary member, unless the people of his constituency express their willingness by re-electing him. The new minister is usually re-elected, because it is considered a great honour and advantage to a constituency to have as its representative a member of the cabinet.

4. Supreme Power of the Premier.

It will be seen from what has been said before, that so long as the House of Commons gives its support, the premier is the most powerful man in the nation. The other members of the cabinet are really appointed by him, and, moreover, if he resigns, they too must resign. The governor-general must, so far as Canadian affairs go, absolutely follow his advice.

The only real check on the premier's power is the House of Commons. But the members of the House are not always free to do as they like

and vote against the premier at any time they may so wish. Nearly all the members of the House belong to one of two political parties. Of one of the parties the premier is the leader, and he is almost sure of being supported by the members of his party on all necessary occasions. How this comes about will be explained under Topic VI. Therefore, with the steady support of his party behind him, the premier can carry on the work of government very much in the way he thinks fit, and is thus the nation's real ruler.

5. Unity in the Cabinet.

But on all important matters the premier consults with his fellow ministers. Regular meetings of the cabinet are held, and after discussion the members come to an agreement on each question. If, however, a member feels that he cannot accept the decision of the premier and the rest of the cabinet on a matter which is regarded as important, he is under obligation to resign. For it was long ago decided that our government cannot proceed in a satisfactory way, unless the ministers are all of the same opinion on essential points. Everything that is

said in the discussions at a meeting of the cabinet, is kept absolutely secret.

6. Order-in-Council.

When the cabinet has reached an agreement about some matter of business, as, for example, the appointment of an official, the acceptance of a tender from a contractor for some public building, or any one of the many other matters that come up in the work of government, the decision is written down in due form and submitted to the governor-general to be signed by him. It is then called an order-in-council and goes into effect.

NOTES.—"Governor-General-in-Council." This term is used in the case of all official acts of the cabinet. It denotes that the decision of the premier and his ministers has been communicated to the governor-general, and has been accepted by him.

"Privy Council." This historic body formerly gave advice to the king, when he asked for its opinion on any matter of state. It is still retained, but at the present day has no duties whatever. Each cabinet minister must, however, become a member of it by taking a prescribed oath. Though he may resign from the cabinet, he always remains a member of this ancient and shadowy council. Our privy council is called "the King's Privy Council for Canada," and must be distinguished from the British Privy Council.

The word "crown" is often used instead of the name of the king, and practically means the nation, as, for example, in the term "minister of the crown."

Questions.

1. What position does the premier occupy in the government of the country?

2. How is the premier chosen?

3. Why is it advisable that the premier should be a member of the House of Commons?

4. How is it that the premier is supreme in the cabinet and the House of Commons?

5. What is an "order-in-council"?

6. What is the meaning of "govenor-general-in-council" and "King's Privy Council for Canada"?

7. Write an account of a real or imaginary person who rose to the position of prime minister, as described in the following poem:

Dost thou look back on what hath been,
As some divinely gifted man,
Whose life in low estate began
And on a simple village green;

Who breaks his birth's invidious bar,
And grasps the skirts of happy chance,
And breasts the blows of circumstance,
And grapples with his evil star;

Who makes by force his merit known,
And lives to clutch the golden keys,
To mould a mighty state's decrees,
And shape the whisper of the throne:

And moving up from high to higher,
Becomes on Fortune's crowning slope
The pillar of a people's hope,
The centre of a world's desire;

Yet feels as in a pensive dream,
When all his active powers are still,
A distant dearness in the hill,
A secret sweetness in the stream;

The limit of his narrower fate,
While yet beside its vocal springs
He played at counsellors and kings,
With one that was his earliest mate;

Who ploughs with pain his native lea
And reaps the labour of his hands,
Or in the furrow musing stands:
"Does my old friend remember me?"

—*Tennyson, In Memoriam, LXIV.*

TOPIC VI.

Political Parties.

1. Public Questions.

There arise from time to time certain public questions about which men have strong opinions. For example, many are in favour of placing heavy duties on goods manufactured abroad, so as to prevent their importation into the country, thus

giving our manufacturers an opportunity of selling more of their goods in the Canadian market. Many other people advocate low duties or no duties at all on foreign goods, so that Canadians may be able to buy what they want as cheaply as possible without regard to the interests of the manufacturer and his workmen. Such is the tariff question which has played a great part in our political history. Other questions which have arisen are, that of separate schools in Manitoba and the new provinces, that of Senate reform, that of the national ownership of railways, and that of the prohibition of the sale of intoxicating liquors.

2. Origin of the Party System.

It is natural for all who take one side of a public question to form themselves into an association for the purpose of securing the adoption of laws in harmony with their particular views. The way to make sure that certain laws will be enacted, is to bring about the election to parliament of a majority of members in favour of them. Consequently, there is very good reason why persons who agree among

themselves on an important public question, should establish the kind of association which is called a political party.

But we must observe also that it is not often that a political party is successful, if the party is formed solely because of particular views on one question, no matter how important this may be. It is very difficult so to interest the great body of the citizens in a single question that they will unite on account of it alone aside from other public matters. But, in the course of long years of political discussion, the majority of the people have become separated into two great divisions. These divisions are known as the Conservative and Liberal parties.

The leaders of each, since they are anxious to secure a majority in the House and thus gain control of the government, try by every possible means to persuade voters of the merits of their own side. If they think that a certain public question will "catch" a large number of votes, they will be very ready to take it up, even though personally they might prefer to leave the matter alone. In this way, all important

questions are as a rule brought under the consideration of the people, and, in consequence, there is on ordinary occasions no need for forming a special political party. It is only when neither of the old parties will assist in the discussion of a public matter, that a new party may come into existence. There is, however, one great disadvantage in our having these permanent political divisions. Many persons become so much interested in the mere success of their own party, that they seem to care very little whether the public measures which it is advocating, are good or bad.

3. Political Platforms.

Some time before the elections a party usually draws up what is called its "platform," that is, a statement of what its views are in regard to the "issues," or important questions before the people. This statement represents the "policy" of the party. Great care is taken to show that this policy is in agreement with the "principles," or general ideas of government which the party is supposed always to follow and to hold sacred. We hear a great deal about these principles

during the "campaign," or period of public discussion that comes just before the elections.

A party usually has a "campaign cry," which is supposed to give the main issue in the most attractive way. These campaign cries sound very strange after all the excitement is over. Some of those which have been used are, "The old flag, the old policy and the old leader," "It is time for a change," "Five years more of the full dinner pail."

4. Government and Opposition.

The political party which has the majority in the House of Commons and of which the premier is the leader, is called the government party, and the other which opposes the government, is known as the "opposition." The head of the latter party has no special name, and is called simply the "leader of the opposition."

5. Nominating Conventions.

One of the first duties of a political party before an election is to endeavour to have suitable men "nominated" in every constituency, that is, to have them put forward publicly for election to the House. These men, when

selected, are called "candidates." The usual way in which a party chooses its candidate, is to ask its friends in each part of a constituency to meet and elect delegates, or representatives, to attend a general meeting, or "convention," to be held in some central place.

At the convention a number of names are proposed, and a vote is taken. After voting on all the names, the convention can generally narrow its choice down to two or three that obtain a high number of votes. The person who finally secures the highest vote, is chosen as the candidate of the party. Then the one who comes next to him in the number of votes received, generally moves that the choice of the convention "be made unanimous," and promises that he himself, just as the rest of the convention, will accept the party candidate and will work hard to secure his election to parliament.

Even though it may be well understood that the member at the time representing the constituency in parliament will again be a candidate at the elections, a convention of his party is usually called, and he is nominated or not, as the

convention thinks fit. Sometimes conventions, when summoned, decide not to put a candidate "in the field," if they see that their party would have little chance of winning.

6. The Campaign.

As soon as a candidate is chosen, he must set about preparing his "campaign." A number of the party workers help him, but he must do a great deal himself. He must try to meet as many persons as possible in the various parts of the constituency. For this purpose he goes about speaking at public meetings which are arranged for him, and is introduced by the local party men to individual voters.

He or his friends have to ask a great many directly for their votes or, as it is said, "canvass" them. It is an unfortunate thing that so many will not vote for a candidate, unless they are personally solicited. They seem to forget that voting is one of the highest duties which they have to perform as citizens, and that they should vote for the candidate they believe to be the best, whether they have ever been canvassed or not.

Sometimes also money is paid for votes. This "bribing" of electors is one of the greatest crimes that can be committed against the nation, and the person who receives such money, is quite as guilty as the person who pays it. If bribery were ever to become general, it would mean the end of liberty and good government, and thus what our ancestors toiled during a thousand years to gain would be thrown away. There may be bribery, too, in other ways than by money. For instance, some voters may be promised positions in the public service, grants from parliament, or special favours of various kinds. Such methods are all equally bad from a moral point of view and all equally injurious to the nation.

7. Doubtful and Safe Constituencies.

While the candidate is working in his own constituency, the leader and other prominent men in the party make a tour through the country. They address meetings in what are considered suitable places, especially in those constituencies which the party is afraid of losing, though it has won them at the preceding election, or which it does not now hold but

has hopes of winning. In fact, on these "doubtful" constituencies the fate of the party ordinarily depends.

On the other hand, there are some divisions that are almost sure to elect a Conservative as their member, while there are others that are quite as certain to elect a Liberal. Now it is just because of such circumstances that a government may have a great temptation to face. For, when a province is being divided into constituencies, a government, if it likes, can so make the division, that as many as possible of the new constituencies may be "safe" ones for its own party, and as many as possible "doubtful" for the opposition. For example, if a certain constituency is a doubtful one for the government, and there happens to be close by, a district that gives a good majority in its favour, all the government has to do in order to make the constituency probably a safe one, is to add this district. Or the same result may be gained by taking away a part of the constituency that gives a large opposition majority. This unfair way of dividing a province is called a "gerrymander," from the name of an American politician.

NOTES.—"Seat" is a term often used for constituency. "Elector" is another word for "voter." "The country" is a term frequently employed in politics to mean the electorate, or the whole body of voters of the nation.

QUESTIONS.

1. Mention some important public questions that have arisen from time to time in Canada.

2. How do political parties originate?

3. Explain the terms, "platform," "issue," "policy," "campaign."

4. What is the "opposition?"

5. What is a "nominating convention"?

6. Give an account of a political meeting which you have attended.

7. Who were the candidates in your constituency at the last Dominion election, and how did they conduct their campaigns?

8. Explain "canvass," "bribery," "gerrymander."

9. Learn by heart the following:

FREEDOM.

Her open eyes desire the truth.
The wisdom of a thousand years
Is in them. May perpetual youth
Keep dry their light from tears;

That her fair form may stand and shine,
Make bright our days and light our dreams,
Turning to scorn with lips divine
The falsehood of extremes!

—*Tennyson.*

TOPIC VII.

How the Elections are Held.

1. Sessions of Parliament.

According to our constitution, the British North America Act, parliament must meet at least once a year. This meeting together for the purpose of making laws and transacting other public business, is called a "session" of parliament. Besides the one ordinary session in the year, a special session is sometimes held when there is need for it. The session may be long or short according to circumstances. The ordinary length is about four or five months.

Members of the Senate and the House of Commons are each paid a salary, called an "indemnity," of $2,500 for attendance during a session. If, however, a member is absent from the House a certain number of days, he loses a part of the indemnity. Moreover, if a session does not last longer than thirty days, he receives only a certain sum per day. The salary of the governor-general is $50,000 per year.

2. Prorogation.

At the close of the session parliament is "prorogued." This term means that parliament is dismissed for the time being, but is to be called to meet again at a certain date, when there will be a new session. At prorogation all bills that have not yet passed the Houses are dropped, and at the next session they must be presented again, as if they had never been before parliament.

On the occasion of prorogation the governor-general comes in state to the parliament buildings, as at the opening, and gives the royal assent to the bills that have been passed during the session. He also reads a short speech, reviewing the business of the session, and thanking the members for the work they have done.

3. Dissolution.

The longest period a parliament is allowed to last is five years; but very few ever continue so long. The ordinary duration is about four years. The government can have a parliament "dissolved," or ended, at any time, if the governor-general consents. and, of course, he

will hardly ever refuse except for the gravest reasons.

If a parliament is permitted to run its full course, there is difficulty in holding a satisfactory session near the end. The opposition can prevent legislation by simply talking away the time in committee of the whole, where any member may speak as often as he likes. This method of delaying business is known as "obstruction." When "obstructing," members only pretend to discuss the bill before them, their chief aim being to keep on talking as long as they can. Therefore, it is plain that, since parliament must come to an end by a certain day, the last session can be made nearly useless and the government be placed in an unpleasant position before the country.

Another reason why a parliament hardly ever lasts its full period, is that the government naturally likes to choose a time for "going to the country," when it feels that the chances of winning are most in its favour. If it should allow a parliament to last into the fifth year, it would have less choice of a suitable

moment for dissolution. This must be regarded as a rather unfair advantage which the government can take of the opposition. Besides these reasons, there is no doubt always a strong desire in the government party "to have it over" as soon as possible, when in any case election day must come before long.

4. Premature Dissolution.

There are, however, occasions when the length of a parliament may be much shortened. One occurs when some very important matter comes up for consideration, and the members of the government wish to know whether or not the people approve of their policy with respect to it. The governor-general is asked to dissolve parliament, and the "campaign" is fought chiefly on that one great question. If the government obtains a majority, it knows that the people wish it to carry out its policy. If it is defeated, the opposition comes into power as a new government.

Again, an occasion for dissolving parliament may arise when the government is defeated in the House of Commons on some

important question, such as a government measure. The government may ask for a dissolution in order to appeal to the country; or it may resign. If it resigns, the governor-general requests the leader of the opposition to form a new government. Should the new premier feel that he can get the support of the House, he may go on with the work of the session. But, if he is aware that he will not secure sufficient support, he asks that parliament be dissolved, and appeals to the people in the hope of obtaining a favourable majority in the new parliament.

5. Official Nomination of Candidates.

When for any reason it is decided to hold the parliamentary elections, writs, or orders, are sent out in the name of the king to special officers appointed in all the constituencies, and known as "returning officers." The writs state when the nomination of candidates is to take place. If only one candidate presents himself in a constituency, he is declared elected. Such an election is known as election by "acclamation." But if more than one candidate is

nominated, there must be a vote taken at a later time throughout the constituency at various places selected for the purpose.

At this regular or official nomination those who have been already chosen by the parties as candidates, are duly nominated by their supporters. Often no other candidates come forward, and the voters are forced to choose between these two. Sometimes, however, a third party, as the Labour party or the Socialist party, may put forth a candidate. Or a person may decide to be a candidate without the support of any party. Such a candidate is usually called an Independent Conservative or an Independent Liberal, as the case may be.

6. Nomination Papers.

The official nomination of candidates takes place in this way. At the time set by law, twelve o'clock noon, on the day appointed, the returning officer goes to a public hall, and there waits for nominations till two o'clock. A nomination must be in written form, and be signed by twenty-five electors. The person nominated must give his written consent, unless

he is absent from the province at the time. The sum of two hundred dollars must also be handed in to be kept as a deposit and returned, unless the candidate fails to obtain at least one-half of the number of votes polled in favour of the person elected.

7. How the Voting is Done.

After nomination day comes election day. Suitable places are chosen throughout the constituency as voting or "polling" places, and each is put under the charge of a deputy returning officer.

The vote is by ballot and is secret. A ballot is a sheet of paper having a detachable slip or counterfoil at the side, and provided with a stub by which it may be bound into a book containing twenty-five, fifty, or one hundred ballots, as is most convenient. On the front of the ballot appears the name of each candidate, with his residence and occupation. The names are in alphabetical order, numbered, and separated from one another by broad black lines. On the back, the stub and counterfoil have the same printed number, while the body of the ballot

has the returning officer's stamp, the place and date of the elections, and the name of the person who printed the ballots.

If you go to a polling place to record your vote, you notice, as you enter, besides the deputy returning officer and his assistant, known as the "poll clerk," a certain number of men, commonly called "scrutineers," who have been chosen by the political parties to watch over the interests of their candidates, and to see that persons who have no right to vote are not given a ballot. There is in the room a list of all those who have votes, and, if your name is on it, and the officials present are satisfied that you are the person you claim to be and not somebody else trying to vote under your name, you receive from the deputy returning officer a ballot, on the back of which he has put his initials. On the counter-foil also is written a number corresponding to the number placed opposite your name in the "poll book," in which a record is kept of all those who vote.

You are told to retire to some small room opening from the larger one, or to some space

screened off from it, and there you find a pencil with which you are to mark your ballot. Absolutely all you must do, is to make a cross X opposite the name of the man for whom you wish to vote. If you put any other mark on your ballot, you "spoil" it, so that it will not be counted. Then you should fold your ballot so as to show the initials of the deputy returning officer on the outside.

After that you go with it to the deputy returning officer. He looks at the number on the counterfoil and his initials, to make sure that it is the same ballot as the one which he gave you. Then he tears off and destroys the counterfoil, and puts your ballot in the ballot box that has been provided to contain all the ballots cast at this polling place. Meanwhile, the poll clerk records in the poll book the fact that you have voted.

In case the officials are not sure that you have a right to vote, they can ask that you be sworn before receiving a ballot. If you cannot swear that you are entitled to vote, you will not be given a ballot and will be asked to withdraw.

The voting lasts from 9 o'clock in the morning till 5 o'clock in the afternoon. When the poll is closed, the votes are counted as rapidly as possible, and the results are carried by eager messengers to the nearest telegraph or telephone office, so that it is known everywhere in a very short time who has been elected member for the constituency. There may, of course, be mistakes made in this first summing up, and the result is not known exactly, until the returning officer himself a few days later counts again all the votes in the constituency, and makes his official statement.

If the number of votes given for the candidates is very nearly even, there is usually held what is called a "recount" before a judge. The chief difficulty that usually presents itself, is whether certain ballots are to be counted or not. Some electors may have voted for more than the proper number of candidates, may have placed some marks beside the cross on their ballot, or may have made some other mistake. The judge decides on all these points, and his decision settles the question of the election,

unless there has been bribery or other wrong doing. In the latter event, the case comes up for trial in a court of law.

The elections are held throughout the Dominion on the same day, except in some large constituencies where the population is widely scattered and voters may have to go a long way to vote. Such constituencies are to be found in Northern Quebec and in British Columbia. There are also special arrangements regarding elections in the Yukon Territory.

8. By-Elections.

Elections for the choosing of a new parliament are called general elections. But often vacancies occur in the House of Commons at other times, when a member resigns or dies, or when a seat is declared vacant by a court of law for bribery or some other reason. In the case of a vacancy for whatever cause, the speaker of the House gives his "warrant," or permission, for holding a special election in the constituency concerned. Such an election is ordinarily called a "by-election." It is conducted in exactly the same

way as are the general elections, except in so far as it has to do with one constituency only and not with the entire country. If there are several vacancies at one time, the necessary by-elections are held as far as possible on the same day.

NOTES.—The "Closure." This is a means adopted in the British parliament to prevent "obstruction." A time-table is drawn up beforehand, showing how long discussion will be allowed in committee of the whole on each clause or division of a bill. When the time is up, all debate must cease, and the clause is straigthway voted on, and adopted or rejected. Then at once discussion on the next clause begins, and continues for the period allotted for the purpose. Thus it becomes manifestly impossible for members to "talk out" a bill.

The "Ballot." The abbreviations on the back are R.O. (Returning Officer), D.R.O. (Deputy Returning Officer), P.B. (Poll Book).

QUESTIONS.

1. What is the meaning of "prorogue" and "dissolve" as applied to parliament?

2. What causes may bring about the dissolution of parliament?

3. Tell how candidates are officially nominated for election.

4. Describe how an elector casts his vote.

5. What are the duties of a returning officer, a deputy returning officer, and a poll clerk?

6. Where was the polling place in your neighbourhood at the last Dominion election? In favour of what

political party did your municipality or polling division give a majority ?

7. What political party is at present in power in the Dominion, and what is its majority in the House of Commons ?

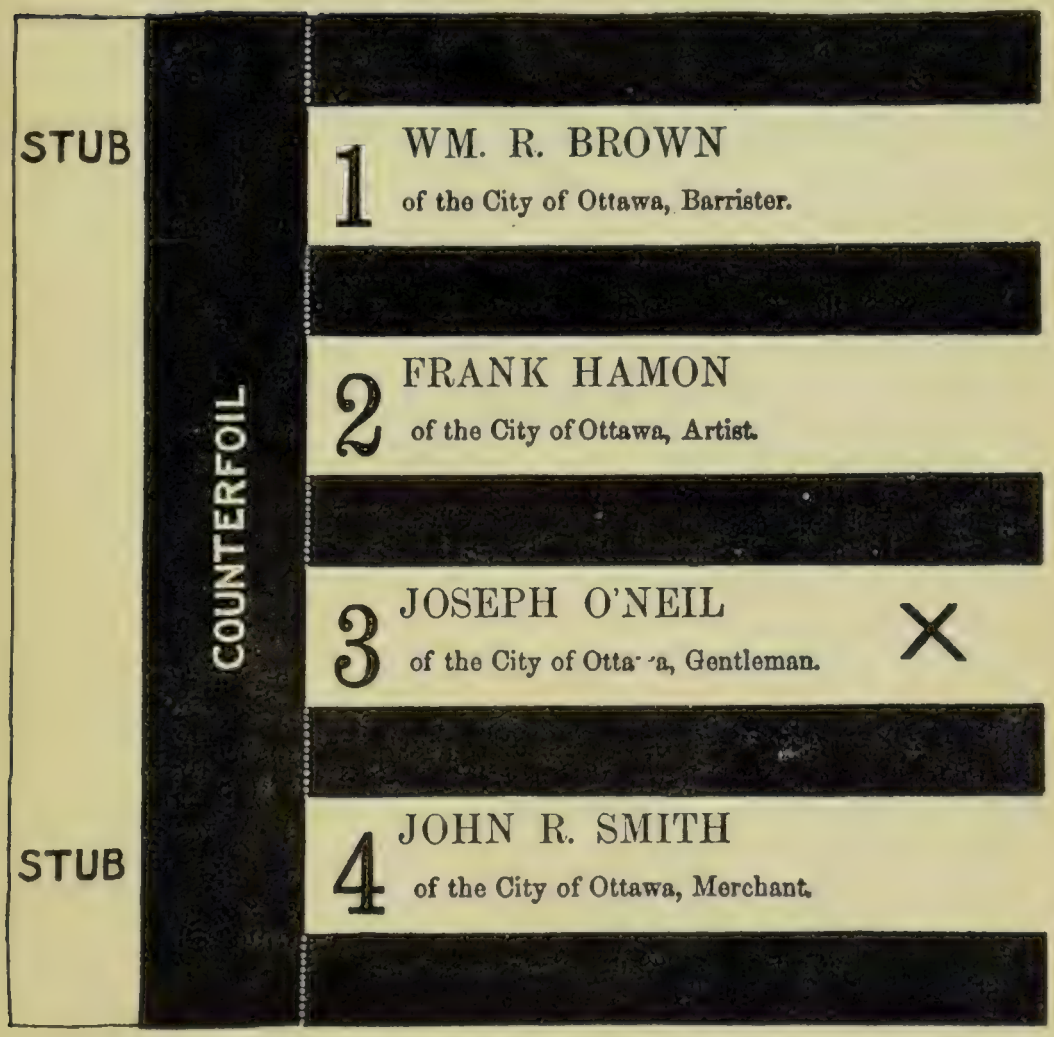
8. The following passage contains advice for leaders of political parties who desire the welfare of their country :

> Nor toil for title, place or touch
> Of pension, neither count on praise :
> It grows to guerdon after-days :
> Nor deal in watchwords overmuch :
>
> Not clinging to some ancient saw ;
> Not mastered by some modern term ;
> Not swift nor slow to change, but firm :
> And in its season bring the law.
>
> —*Tennyson*

Read it over and try to understand it.

Form of Ballot Paper.

Front.



FORM OF BALLOT PAPER.

(Reduced to about 2/3 original size).

BACK.

No. 325

(Line of Perforations here.)

No. 325

P. B. No.....

(Line of Perforations here.)

D.-R.-O.

INITIALS.

R. C.
STAMP

ELECTORAL DISTRICT OF
CARLETON,
November 24, 1900.

JAMES BROWN, Printer,
Ottawa.

TOPIC VIII.

The Departments of Government.

1. Ministers and their Deputies.

Thus far we have been studying chiefly how the laws are made, and what share the executive, or cabinet, has in legislation. We shall now learn how the cabinet carries on the general business of the nation. All the immense amount of work that has to be done, is divided among a certain number of departments. At the head of each department is a cabinet minister. He is responsible for the kind of work that is done in his department, and is expected to answer questions about it when they are asked in parliament.

Under him is a deputy minister, who assists him, and has more direct charge of the details of the department and of the clerks and others employed. Though the cabinet minister must change, if the government is defeated and compelled to resign, the deputy minister is a permanent official. If it were otherwise, the public business might be very badly done,

when new men took hold of a department without knowledge of its special work. Cabinet ministers may come and go, but there is still a person left in charge who knows all about the business of his department.

2. List of Cabinet Ministers.

At present the cabinet ministers and their departments are as follows:

The Prime Minister or Premier, who is also head of the Department of External Affairs, having charge of correspondence with the rest of the Empire and with foreign nations.

The President of the Council, who presides at meetings of the cabinet.

The Minister of Trade and Commerce, the duties of whose department will be readily understood from the name. He has also charge of the census. He is, moreover, the minister who has to do with the granting of patents, the copyrighting of books, and the registering of trade marks.

The Minister of Justice, who has charge of legal matters. He sees that the laws are enforced, decides whether a man who has committed a crime shall be pardoned or not, and has the oversight of the penitentiaries of the Dominion.

The Minister of Marine and Fisheries, who has to deal with matters connected with navigation and fishing. For example, he looks after the harbours, the lighthouses, the inspection of ships. He is also head of the Department of the Naval Service having control of matters that concern the navy and the hydrographic service.

The Minister of Militia and Defence, whose duties are with regard to our armies, fortresses, schools of instruction and military college.

The Postmaster General, the minister in charge of all the post offices and the mails.

The Minister of Labour, whose duties concern the welfare of the working men. Thus he aids in the settlement of "strikes" in accordance with an act of parliament which provides for arbitration under certain conditions. The department of labour publishes a paper called the "Labour Gazette."

The Minister of Agriculture, who has charge not only of agricultural affairs, but of many things that have little to do with farming. He deals with matters which concern the health of the people, and the quarantining of ships or their

passengers, if any dangerous disease is found on board.

The Minister of Public Works who attends to the erection and repairing of all public buildings and other works (except railways and canals).

The Minister of Finance, who is the most important minister with the exception of the premier. He lays before parliament and the nation the policy of the government in regard to taxation. As the Dominion collects its taxes indirectly by means of customs and excise duties, and not directly, as our cities and towns must do, this policy comes to mean a very great deal in the buying and selling of manufactured goods. The matter will be more fully explained under Topic IX.

The Minister of Railways and Canals, who deals with affairs connected with the railways and canals of the country. The nation owns all the canals. Of the railways it possesses the Intercolonial and the Prince Edward Island Railway in the Maritime Provinces. It also owns the National Transcontinental Railway, and is acquiring the Canadian Northern Railway. There is a "board of railway commissioners"

appointed by the government to act as judges for the settlement of disputes with respect to railway rates, telegraph and telephone charges, and other matters connected with public services of this kind. The board has six members.

The Minister of the Interior, who has to do with the government of the Northwest Territories, the Indians, and many matters that concern the western provinces.

The Minister of Customs and Inland Revenue, who has charge of the collection of the customs and excise duties, and the inspection of weights and measures.

The Secretary of State, who is the minister that acts as the official correspondent in matters in which the whole government is concerned. For instance, he carries on the correspondence between the Dominion and the provinces. Besides such duties, he issues passports to Canadians who intend going abroad, puts the great seal of the Dominion on documents which require it, looks after the government printing, and buys and distributes the stationery needed in all the departments. He is also Minister of Mines, and as such deals with the examination

of mineral deposits and the exploration of little known parts of the country.

The Minister of Immigration and Colonization, who deals especially with the bringing of settlers to Canada to occupy the new lands.

The Minister of Soldiers' Civil Re-establishment, whose department aims to help returned soldiers to take their place again in the work of ordinary life.

In addition to the cabinet ministers, there is a member of the government who is not a member of the cabinet. He is the Solicitor-General, whose duty it is to give legal advice to the government, and to act as counsel when the Dominion has a case in court.

3. Civil Service.

The great army of clerks and other officials, many of them men of highly trained skill, who are required in the various departments of the government, is called by the general name of the "civil service." The name was originally given to distinguish this class from the persons who are engaged in the military or the naval service

of the country. Those who wish to enter the civil service must pass an examination. The governor-general-in-council makes the appointments to the service.

Formerly appointments and promotions were often the direct result of the "influence" of political friends. But it was at last decided to change all this, and to have persons selected because of their ability and fitness. For this purpose the civil service has been placed under the control of a "civil service commission," to act independently of politics. The commission consists of three members.

Questions.

1. What are the duties of a deputy minister?

2. How many cabinet ministers are there?

3. Who is the Premier? Who is the Minister of Finance?

4. What is the Board of Railway Commissioners?

5. What are the duties of the Minister of Justice and the Secretary of State?

6. Describe the work of the Department of Labour?

7. What is the "civil service"?

8. Commit to memory:

Should banded unions persecute
  Opinion and induce a time
  When single thought is civil crime,
And individual freedom mute;

Though Power should make from land to land
  The name of Britain trebly great—
  Tho' every channel of the state
Should fill and choke with golden sand—

Yet waft me from the harbour-mouth,
  Wild wind! I seek a warmer sky,
  And I will see before I die
The palms and temples of the South.

—*Tennyson.*

TOPIC IX.

Taxation.

1. The National Debt.

In order that government may go on, a great deal of money must, of course, be spent. Our nation, like nearly all others, is in debt to a large amount. Debt for a nation is not quite so troublesome a thing as debt for an ordinary person. Nations are expected to live forever or, at least, for a very long time. Consequently, when great public works are to be constructed,

it does not seem necessary or proper that, while these are to benefit future generations, the people of the present time should pay in full for them. Therefore, money is borrowed, and interest is paid on it. Moreover, the nation can borrow money at a low rate of interest, and thus the burden of the debt is, after all, not so great.

Still it is unwise even for a nation to assume a very heavy debt. For, in that case, those who lend money become afraid of not receiving the interest promptly or even of losing some of the principal, since a nation, like an individual, sometimes cannot or will not pay its debts. As a result, lenders may charge a high rate of interest or may not lend at all, even when the nation is in great need. Canada has never gone too deeply into debt, and so can borrow money at a low rate of interest, or, as people say, "the credit of the country is good." We have gone into debt chiefly to provide for the construction of public buildings, railways and canals, and to assume the indebtedness of the provinces at the time when they entered confederation.

2. Annual Expenditures.

Each year the interest on the public debt has to be paid. Next come the expenses of parliament and the salary of the governor-general. The Dominion must also pay the salaries of the lieutenant-governors of the provinces. All the expenses of the departments and the civil service have to be met. The salaries of the judges, the cost of building and managing public works of all kinds, of maintaining the mounted police in the Northwest Territories and of looking after the Indians, and countless other expenses, must all be paid.

3. Sources of Revenue.

Now, the question is how is all this money to be obtained? The answer is that it is paid in the form of taxes by the people. But in ordinary times the Dominion does not levy taxes on the people directly as a municipality does. It secures its revenue indirectly by means of customs and excise duties.

4. Customs Duties.

When anything is brought into the country, such as manufactured articles, like cotton or woollen goods, or natural products, like grain or

sugar, it may have a tax placed upon it of so much per cent. according to value, or so many cents per bushel or pound according to the quantity. Such taxes bear the name of customs duties. As goods usually are imported in large quantities by merchants, the duties are paid by them in the first place. But when they are bought by purchasers in the shops and elsewhere, they must be sold at a higher price in order to make up the amount of the duties that have been charged. Consequently, every person in the country pays more or less taxes to the Dominion government, although he may never realize that he is doing so.

Herein lies the objection to such a method of taxation, since one cannot readily discover how much he is actually paying. In fact, it would often seem as if a large part of the nation does not really know that government costs anything, or imagines that the money comes in some miraculous way and not out of the people's own pockets. As a result, public expenditures are not closely enough watched, and administrations are, in consequence, tempted to be wasteful. The nation also falls into the habit of expecting

parliament to authorize unprofitable undertakings, such, for example, as the construction of public works in places where they are not needed.

5. Protective Tariff.

The rate of duties placed upon imported goods, or the "tariff," as it is commonly called, may lend itself to another purpose besides the raising of revenue for the expenses of government. This we shall now explain. If a country has few manufactures, it must ordinarily have few people living in the cities, because there will be little work for them to do. Therefore, the farmers will find only a small population to buy their grain and other products, or, as it is said, the "home market" will be small. Hence it will be necessary to send a large amount of produce abroad to other countries in order to be able to dispose of it.

Now it is always felt that it would be well to have a large market at home. For, in that case, the manufacturer could sell his goods to the farmer, and the farmer sell his produce to the manufacturer and his workmen, and everybody find it a profitable arrangement

But how can manufactures be built up, when costly buildings must first be erected and workmen trained, while foreign manufacturers who have been years in business are prepared to sell their goods at such low prices as to defy competition?

The easiest way out of the difficulty seems to be to levy high customs duties on foreign goods. As a result, these cannot any longer be sold cheaply in the country. Hence the home manufacturers will be able to sell their product at a remunerative price, and thus find themselves in a position to build and equip suitable factories and procure skilled workmen. Afterwards when they have had such "protection" against foreign goods, until their business has become prosperous, they will be able to meet all competition and need not complain, if the high duties are removed. This would seem to be an excellent arrangement, for, although the farmers and other purchasers will for a time have to pay more for what they buy, they will be assisting in the creation of a large home market for themselves.

The main difficulty is, that it is not easy for any one to say just how long the high duties

should be maintained. The manufacturers will naturally desire "protection," as long as it can be given, for, if it is removed, they will be compelled to lower the price of their goods. Yet those opposed to protection, called "free traders," would soon persuade the people to abolish the high duties, if foreign nations did not also have their own protective tariffs against us in order to keep out our goods. Thus there exists what is really a sort of war between nations, in which each tries to get the better of the other.

As a consequence, Canada seems to be forced in self-defence to keep up a protective tariff. In fact, there is only one great "free trade" country in the world, namely, Great Britain. The United States has a very high tariff. On the other hand, the Canadian tariff is rather a moderate one. Moreover, we have adopted, in favour of Great Britain and a number of the colonies, what is known as the "British preferential tariff," which permits their manufactures to enter our country at a lower rate than we grant to those of outside nations.

6. Excise Duties.

Besides the customs duties levied on goods brought into the country, there are "excise duties," which are collected on liquors and tobacco manufactured in Canada. This tax is a heavy one and yields a large revenue to the government.

7. Consolidated Fund.

All sums of money that are contributed for the purposes of government, whether they come from taxes or from some other source, are placed together to form what is known as the "consolidated fund." Then again, all the expenses of government are paid out of the same general fund. In this way it is very easy to discover to what the revenue and the expenditure have amounted during each year. An official, called the "auditor general," has the duty of investigating all payments, so as to make sure that no money has been expended for any purpose beyond what was authorized by parliament.

8. The Budget.

One of the great events of the annual session of parliament is the speech of the Minister of Finance in which he presents the "budget."

This means the statement of the probable expenses of government for the following year and of the amount and kind of taxation that will be necessary to meet these expenses. Therefore, it is in this speech that is explained what will be the rate of duties on imports, and whether the tariff will be "protective" in the case of certain kinds of goods, or whether it will be one "for revenue only." The budget speech is, or should be, a matter of great interest to farmers, manufacturers, merchants, and, in fact, to all classes of people, because customs duties affect everybody in the country in some way or other.

Questions.

1. Why should a nation not go deeply into debt?
2. How does the Dominion obtain its revenue?
3. Mention some of the annual items of expenditure.
4. What are "customs duties"?
5. What is a "protective tariff"?
6. What is the "budget"?

TOPIC X.

Money and the Banks.

1. Money and Barter.

We all know something about "money." When we buy anything, we pay money. When we sell anything, we receive money. Things that are sold and work that is done, are said to cost a certain sum in money. If there were no such thing as money, we should be forced to use what is called "barter." For example, if we wanted to buy a pair of boots, we should have to work a certain number of days for the man who sold them, or give him something that we had, such as wheat, flour or meat. Long ago before there was money, this is what was actually done. But nowadays all kinds of work to be performed and all articles to be sold, are said to cost a certain amount in dollars and cents. One can easily see that this is a much more convenient way of doing business than if we had to employ barter.

2. Currency.

The form of our money (or our "currency") is very familiar to us. It consists of copper, silver, gold and paper. The copper coin is the one cent

piece. The silver coins are the pieces worth 5, 10, 25, and 50 cents. The gold coins are of the value of $5 and $10. The paper money consists of "notes" (usually called "bills"), representing the value of $1, $2, $5, $50, $100, $500 and $1,000. These coins and notes are issued by the Dominion, and would be worth little or, in the case of the paper money, nothing at all, if the government were not always willing, when asked, to pay the given value in gold.

But just because it is well known that the government will pay in gold, there is considered to be little need of asking for payment. The promise to pay is regarded as of the same value as the gold itself. But, if at any time many persons should come to believe that the government either would not, or could not, pay in gold, our currency would at once lose much of its value. Therefore, the government takes care to issue currency only to such an amount that doubt can never arise as to its being able to "redeem" all in case of necessity.

3. Coinage.

An establishment where gold, silver and copper coins are made is called a "mint." Our

mint is situated in Ottawa. It is a branch of the royal mint in Great Britain.

The notes or bills are printed on specially prepared paper, and are signed by officers of the Dominion. Great care must be taken that no person shall be allowed to imitate, or "counterfeit," these notes, since, in that case, either the government or the persons who happened to accept the "counterfeits," would lose the amount of money supposed to be represented by them.

4. The Chartered Banks.

The regular banks of the country, called "chartered banks," perform many important services. Their business is carried on under the terms of a "banking act" which renders them, as far as can be done by legislation, a safe place in which to deposit money. Most of the provisions of the act are too difficult to explain here. But in a general way it may be said that the shareholders (that is, those who own and control the bank) are liable to lose, in case the bank becomes insolvent, not only the money that they have invested, but as much again, should it all be required to pay off the indebtedness. Thus the "double liability" of

the shareholders makes it almost impossible for the depositors to lose much in the event of the failure of a chartered bank.

5. Services Performed by the Banks.

The chief services performed by the banks may be described as follows :—

1. They issue currency called "banknotes" or "bankbills." None of these notes are below $5 in value. In most banks they are of such denominations as $5, $10, $20, $50, $100. If a bank fails, its notes do not lose value, for the banking act prescribes a way by which they are sure to be redeemed in full without the slightest loss or inconvenience to the public.

2. They form a safe place for the deposit of money. The double liability of the shareholders makes it possible to secure funds enough in even the most disastrous failures to pay back nearly in full the amount of the money deposited.

3. They furnish money at a reasonable rate of interest to merchants and others for the carrying on of those kinds of business in which large amounts must be paid out for purchases,

before much can be returned through the sale of the goods. An important example is to be found in the case of the money required to pay farmers for their wheat. Most of the wheat must be shipped to Great Britain; hence there must elapse considerable time before it is actually paid for by the purchasers across the ocean. With the aid of the banks, it becomes possible to make cash payments to the farmers from whom the grain is bought, and to the railway companies by whom it is transported.

4. All the large banks have many branches throughout the country. Thus there is in nearly every town and village an office of a strong and trustworthy institution, where money may be deposited or borrowed according to the needs of local business.

Questions.

1. Examine a one-dollar bill, noting the place, the date, the number, the "promise to pay," and the signatures. What scenes and persons are represented on the front and back of the bill?

2. Examine a copper or silver coin, noting the design on its two sides. Find what the Latin inscription means.

3. What is the name of the nearest branch of a chartered bank? Who are the chief officials? What is the rate of interest paid on deposits?

BRITISH COLUMBIA EDITION.

PART II.—PROVINCIAL AFFAIRS.

TOPIC XI.

The Provincial Government.

1. Introduction.

There are nine provinces in the Dominion of Canada and although there is much similarity in their forms of government there are likewise important differences. We shall find it well to study particularly the government of the province of British Columbia and refer to that of the others only when some interesting point is to be observed.

British Columbia is the most westerly of the provinces and occupies the whole Pacific coast of the Dominion of Canada. Consequently, it has unparalleled advantages as the doorway to the trade of the now awakening Orient. Its resources in mines, forests and fertile lands are equal to those of many a great empire. All citizens of British Columbia have reason to be proud of their province and should take a great interest in its welfare and development.

The province as it exists at present is the result of the union in 1866 of two colonies, Vancouver Island and the mainland called British Columbia. In 1871 the united colony entered the recently formed Dominion of Canada as one of the provinces of the confederation. Thus it resembles Prince Edward Island in having been a separate colony before joining the Dominion and differs from Manitoba, Saskatchewan, and Alberta, which were not original colonies, but were formed by the Dominion out of territory purchased from the Hudson's Bay Company.

The name "Columbia" was bestowed by Queen Victoria in honour of Columbus, the discoverer of the continent. Her Majesty added the adjective "British" to prevent confusion with "Colombia," the name of a country of South America.

2. The Lieutenant-Governor.

The provincial government is conducted according to the general principles that we have already studied in the case of the Dominion. The officer who holds in the province the position similar to that which the Governor-General holds

in the Dominion is known as the Lieutenant-Governor. He is appointed by the Dominion Government and his usual term of office is about five years. Stated briefly, his duties and powers in the affairs of the province correspond closely to those already described as belonging to the Governor-General in the affairs of the nation. (See page 22.)

3. The Executive Council.

The leader of the government in the province is called the "premier." He is chosen by the lieutenant-governor in exactly the same way as the premier of Canada is chosen by the governor-general. (See page 48). Likewise there are associated with the provincial premier a number of ministers who assist him in the work of government and form with him the "executive council," or cabinet, of the province. What has been said already under Topic V regarding the premier and cabinet of the Dominion is similarly applicable in provincial affairs. The term that corresponds to Governor-General-in-Council is Lieutenant-Governor-in-Council.

4. The Departments of Government.

Below is given a list of the departments of government in British Columbia. The head of each department is a member of the executive council and assisting him is an officer usually called a deputy. Under them are the clerks and other employees who compose the civil service of the province. A brief note is added in the case of certain departments in order to make clear the nature of their work.

The Provincial Secretary's Department, the Minister presiding over which has also control of the Education Department.

The Attorney-General's Department.

This department is charged with the duty of administering the criminal law and of advising the different departments of the government in legal matters. In addition to these general duties it has control of all the provincial prisons and land registry offices and of all the offices in connection with the administration of justice.

The Lands Department.

Under the care of this department come the surveying and settlement of the provincial lands, the administration of the resources of the province in timber, coal and petroleum, and the control of the waters and watersheds.

The Treasury Department.

The head of this department is known as the Minister of Finance, who deals with the collection and disbursement of the revenues of the province and who has also control of

The Department of Agriculture.

This department has the care of the agricultural interests of the province. An important part of its work is the supervision and encouragement of the various associations for the advancement of the different branches of agriculture, such, for example, as the Farmers' Institutes, the Dairymen's Association, the Poultry Association, the Provincial Fairs' Association, and the Fruit Growers' Association. Liberal grants are paid to all such societies under the control of the department.

The Department of Mines.

Under this department come the supervision of the offices of the gold commissioners and mining recorders in the various mining divisions, the conduct of examinations for efficiency in the practice of assaying, and also of examinations for the purpose of granting certificates of competency to employees in the coal mines, as well as the administration of the Mineral and Placer Mining Acts and the Coal Mines Regulation Act.

The Department of Public Works.

This department has charge of the construction, maintenance and repair of all government buildings, and of roads, bridges and other public works. An officer called the Public Works Engineer has, under the Minister of Public Works, the administration of the department.

5. The Legislature.

The legislative body for the province is known as the "Legislature." It consists of the Lieutenant-Governor and a single House, the Legislative Assembly. Nothing that resembles the Dominion Senate exists in British Columbia.

Aside from the differences that arise from there being no second chamber, business is conducted in the legislature in much the same way as in the Dominion parliament. There are a speaker, a clerk of the assembly, and a sergeant-at-arms. At the opening of a session of the legislature a "speech from the throne" is read by the lieutenant-governor. Debate is conducted in the assembly and in the committees under the same rules as in the Dominion House of Commons. The full term of a legislature is four years. But dissolution may come about, and the elections be held before the

expiration of the full term, exactly as in the case of the House of Commons at Ottawa.

Members of the legislature, like those of the House of Commons, do not need to own property, but they are required to be British subjects and of the full age of twenty-one years. Further, they must be resident within British Columbia for one year before their election and have their names on the register of voters of some constituency in the province. The Provincial House has a membership of 42. The sessional indemnity is $1,200. The salary of the lieutenant-governor is $9,000 per year.

6. The Register of Voters.

In order that a person may have the right to vote at a Dominion or a provincial election in British Columbia, his name must be registered on the latest revised register of voters. To have his name thus entered, it is necessary for him to be a British subject, of the male sex, and of the full age of twenty-one years, to be able to read the "Provincial Election Act," or any part of it, to the satisfaction of the registrar of voters, if asked to do so, and to have lived in the province

for six months and in the constituency for one month immediately preceding the time when he makes application for the right to vote.

The register of voters is revised half-yearly, and if a person who is properly qualified has not already had his name entered, he should apply as soon as possible to have it so enrolled. For this purpose he must make an affidavit that he is qualified to vote and give it to the registrar of voters for the constituency. This officer is appointed by the Lieutenant-Governor-in-Council and supplies without charge the proper forms for use in making the affidavit, which may be sworn (without charge) before any justice of the peace, mayor, reeve, alderman, councillor, commissioner for taking affidavits, registrar of titles, notary public, registrar of voters, provincial constable, government agent, government assessor, mining recorder, judge of any court, police magistrate, municipal clerk, municipal assessor, postmaster or Indian agent. On receiving such an affidavit, the registrar of voters inserts the name of the person who has made it in a list containing the names of all those who have applied for registration.

On the first Monday in May and in November the registrar holds a Court of Revision to consider the cases of those whose names are already on the register of voters and those who have since the last revision made application for registration. It is the duty of the registrar to strike off the name of any person to whom objection has been made at least thirty days before the holding of the court, unless the person himself, or some other provincial voter on his behalf, satisfies the registrar that the objection is not well founded. The registrar thereupon makes up a new register consisting of the names on the former register which have not been struck off and the names of those on the list of applicants whose claim to vote has been accepted, and this becomes the voters' list to be used at any election which may take place before the next revision has been completed.

Appeal may be made to the County Court from a decision of the registrar, provided that notice of appeal is given to the registrar within six days after such decision has been rendered. A further appeal may be taken to the Supreme Court of British Columbia.

If any person who is a voter moves from one constituency in the province to another and wishes his name transferred to the proper register he should send a written request to his former registrar, who will give him a certificate that his name has been removed from the register. This certificate should then be forwarded to the registrar for the constituency into which the person has removed with an affidavit in proper form that he is qualified as a voter, and in due time the person's name will be added to the register of voters. No one should allow his name to remain on the register in two constituencies, as he thereby loses his right to vote, and should he notwithstanding vote at an election, he becomes liable to a penalty of fifty dollars.

No Chinese, Japanese, Hindu or Indian is permitted to vote at any election in British Columbia.

7. Provincial Elections and Parties.

The elections for the provincial legislature are conducted in much the same way as are those for the Dominion parliament. Equal care is

taken that the voting shall be secret and there are similar rules in force as to the marking of ballots by the voters. But at provincial elections in British Columbia the method of nomination is not quite the same as in Dominion elections. Thus a candidate's nomination papers need to be signed by five electors only. Further, the candidate's deposit, which is as elsewhere two hundred dollars for a Dominion election, is one hundred dollars for a provincial election.

In provincial matters the names of the two great political parties are the same as in the field of Dominion affairs. But it is not uncommon for an elector to vote in favour of one of the parties at provincial elections, and in favour of the other at Dominion elections.

8. The Subsidy.

According to the terms of the British North America Act the Dominion must pay to each province annually a certain sum known as the "provincial subsidy." It has been necessary to increase the amount of this subsidy more than once since confederation. In fact the system has been found by experience to be rather

unsatisfactory. It was adopted as compensation to the colonies when, on entering as provinces into the Dominion, they gave up the right of collecting customs and excise duties.

At the time of their entrance into confederation the provinces had public debts which they had incurred in the construction of public works of various kinds. We have already learned that the Dominion assumed this indebtedness. As a consequence, there was inserted in the terms of union when British Columbia joined the confederation, the following clause: "British Columbia not having incurred debts equal to those of the other provinces now constituting the Dominion, shall be entitled to receive, by half-yearly payments in advance from the general government, interest at the rate of five per cent. per annum on the difference between the actual amount of its indebtedness at the date of the union and the indebtedness per head of the population of Nova Scotia and New Brunswick, the population of British Columbia being taken at 60,000." In this way we have one item in the provincial subsidy. The amount of payment under this head, however, has since been increased.

In consideration of a grant of lands by the Province of British Columbia for the construction of the Canadian Pacific Railway the Dominion agreed to make a certain annual payment as another party of the subsidy.

The remaining items consist of an allowance of 80 cents for each person resident in the province and a grant to meet the general expenses of government. There is also a special annual allowance to be paid to British Columbia for ten years in accordance with a provision of the amendment to the British North America Act passed in 1907. The subsidy in 1909 was as follows :—

Five per cent. interest as "debt allowance"	$29,151.06
Compensation for lands	100,000.00
80 cents per head on population of 178,657	142,925.60
Allowance for government	150,000.00
Special grant payable for ten years (B. N. A. Act, 1907)	100,000.00
	$522,076.66

9. Provincial Taxation.

For convenience this subject is treated in an Appendix placed after Topic XII., Municipal Government.

NOTE.—"Crown Lands." The provinces that existed separately before the union have an important source of revenue in their public lands, which were retained by them and were not given up to the Dominion. Especially is this the case when these lands are covered with excellent timber or contain valuable minerals. Thus the provinces of British Columbia and Ontario by the sale of their timber obtain each year a very considerable sum of money. On the other hand, Manitoba, Saskatchewan and Alberta, which did not exist as original colonies but were formed by the Dominion out of purchased territory, did not receive the public lands within their boundaries but were granted instead a special subsidy.

QUESTIONS.

1. What are the position and population of British Columbia? When did it enter confederation?

2. What are the names of the lieutenant-governor and the premier?

3. Of what does the legislature consist? How many members are there in the legislative assembly?

4. Which party is in power in the legislature? What is its majority?

5. How must one proceed in order to have his name entered on the register of voters? What qualifications are necessary?

6. How is the provincial subsidy calculated?

BRITISH COLUMBIA EDITION.

TOPIC XII.

Municipal Government.

1. Introduction.

We have up to the present been learning about the government of the Dominion and of its larger divisions, the provinces. We shall now study the government of the smaller divisions, the city or town municipality and the district or township municipality. We have thus far been trying to understand our systems of federal and provincial administration. We shall now take up the subject of "municipal government." The word "municipal" is derived from a Latin word which means a city having certain special rights of self-government.

2. Kinds of Municipalities.

Municipalities are formed in accordance with laws passed by the provincial legislature. In British Columbia there are two main classes of municipalities: (1) city or town municipalities, and (2) district and township municipalities. City municipalities are those which contain a

larger or smaller number of people living closely together, as, for example, Vancouver and Fernie. In order to be incorporated as a city municipality a locality must have resident, for at least six months before the date of petitioning the Lieutenant-Governor-in-Council for incorporation, one hundred male British subjects of the full age of twenty-one years within an area not exceeding two thousand acres. District and township municipalities are rural divisions usually of considerable extent. Before incorporation, there must be resident within the boundaries of such a municipality at least thirty male British subjects of the full age of twenty-one years. A municipality, if it is thought to be desirable, may be divided into wards.

A municipal government deals with matters that concern us very closely. For instance, it sees that roads and streets are made, that bridges are built, that sidewalks are laid down, that drains and sewers are constructed, that parks and pleasure grounds are provided, that articles of food and drink sold in the shops are of the proper quality, and that the lives of citizens are protected by police.

3. Municipal Councils.

The governing body consists, in city municipalities, of a council with a mayor at its head. The ordinary members of council are called "aldermen." In district and township municipalities the council has at its head a "reeve," and the other members are known as "councillors." The council consists, in city municipalities, of a mayor and not less than 5 and not more than 10 aldermen, as the council may by resolution determine. In Vancouver, two aldermen are elected for each of the wards into which the city is divided. In district and township municipalities, the council comprises a reeve and not less than 4 and not more than 7 councillors. All members of council hold office for one year.

In a city municipality an alderman must be a male British subject, of the full age of twenty-one years, and for six months before the day of nomination the owner of real property in the city of the assessed value of $500 or more. In the case of the mayor the assessed value of his property must be least $1,000. In a district or township municipality, a councillor

must be a male British subject, and (1) the owner for three months before the day of nomination of real property in the municipality of the assessed value of $250 or more, or (2) a homesteader or pre-emptor who has resided in the municipality for one year or more preceding the day of nomination and who is assessed for $500 or more. The reeve is required to be the owner of real property assessed to the value of $500 or more. No member of council is allowed to sell goods of any kind to the municipality or be interested in any contract with it.

4. Municipal Voters' List.

A man or a woman, in order to have his or her name placed on the voters' list of a city municipality, must be a British subject of the full age of twenty-one years, and be (1) the owner of real estate of the assessed value of not less than $100, or (2) the holder of a trade license, the annual fee for which is not less than five dollars, or (3) a householder who has paid directly to the municipality taxes or fees, of not less than two dollars during the current year. Holders of trade licenses and householders are required to

make during the month of October in each year a declaration in due form before a Supreme or County Court judge, a police magistrate, a commissioner for taking affidavits, a justice of the peace or a notary public, that they are British subjects of the full age of twenty-one years, that they have been continually resident within the municipality since January 1st preceding, and that they have paid all their municipal taxes and fees except those chargeable on land (other than water rates and dog license). This declaration must be delivered to the clerk of the municipality within forty-eight hours after it is made.

The complete list of voters is afterwards prepared by the clerk and must be closed at 5 o'clock in the afternoon of November 30th. On December 5th a copy of the list is posted on the notice board at the city hall. The council on or before this latter date appoints two aldermen who, with the mayor, sit on December 10th as a Court of Revision to revise the list. After being revised, the voters' list is certified as correct by the mayor and is printed. If afterwards it is alleged that the name of any person has been improperly omitted from or placed on

the list, appeal may be made to the police magistrate of the city or to a judge of the Supreme or County Court.

In a district or a township municipality a man or a woman is entitled to have his or her name entered on the list of voters, if he or she is a British subject of the full age of twenty-one years, and is (1) the assessed owner of lands of not less than $100 in value, or (2) the assessed occupier of lands of not less than $200 in value, or (3) a resident and holder of a trade license in the municipality, the annual fee for which is not less than five dollars, or (4) a householder the amount of whose municipal taxes is not less than two dollars. But a holder of a trade license or a householder must make a declaration similar to that which has been already described in the case of city municipalities, and deliver it on or before December 1st to the assessor or clerk of the municipality. Such a declaration may be taken before a Supreme or County Court judge, a police magistrate, a justice of the peace, a notary public, or before the clerk of the municipality who is specially empowered for the purpose.

The list of voters is closed on December 15th and must be revised and certified as correct by the reeve not later than December 22nd. The clerk must post up the list not later than January 2nd. Then the council, on the Monday immediately preceding the day of nomination, sits as a final court to hear and determine cases wherein it is alleged, after the voters' list has been certified as correct by the reeve, that any person's name has been improperly placed on or omitted from the list, or that a person whose name is omitted from the list has since December 1st become entitled to have his name placed upon it.

When a municipality is divided into wards, resident owners of real estate and householders are entered on the voters' list for the ward in which they reside and holders of trade licenses for the ward in which they carry on business. Owners of real estate who do not reside in the municipality have their names placed on the list of voters for the ward in which they possess the largest amount of property according to the assessment roll. A person is not entitled to have his or her name twice entered on the annual voters' list as a voter in a municipality.

No Chinese, Japanese, or Indians are permitted to vote at any municipal election.

5. Municipal Elections.

Municipal elections are held annually. They are conducted by secret ballot in very much the same way as those for the Dominion parliament and the provincial legislature. Nominations are held on the second Monday in January, from 12 o'clock noon till 2 o'clock in the afternoon, in every municipality in the province. A candidate must be nominated in writing. The nomination paper should be signed by two voters of the municipality as a mover and seconder, respectively, and should be accompanied by the consent of the person nominated unless he is absent from the municipality. It may be delivered to the returning officer either before or on the day of nomination. The condidate, unless he is absent from the municipality, must before 2 o'clock in the afternoon on the day of nomination furnish the returning officer with a statement in writing specifying the property on which he bases his qualifications as a member of council. In city municipalities

polling takes place on the Thursday following nomination day, from 9 o'clock in the morning till 7 o'clock in the evening, and in district and township municipalities on the Saturday following, from 9 o'clock in the morning till 5 o'clock in the afternoon. The council appoints the officers required to conduct the election.

If the electors fail to elect the required number of members for a full council the elected members may appoint sufficient persons to complete the council. But if through any cause a vacancy afterwards occurs a new election for the vacancy must be held and the person then elected holds office only for the remainder of the unexpired term of his predecessor.

6. Municipal Officers.

The officers of a municipal council are the "clerk," who keeps the books, records and accounts, the "treasurer," who receives and pays out the money belonging to the municipality, the "assessor," the "collector" of the taxes, and the "auditor," who examines all the receipts and expenditures of the municipality. There is frequently an additional officer called

a "solicitor," whose duty it is to give the council advice in legal matters.

The same person may hold more than one office. Thus the duties of clerk and treasurer are often combined. In smaller municipalities the clerk likewise acts as assessor and collector.

7. Council Meetings.

The "Municipal Clauses Act" provides that the first meeting of a newly elected council shall be held on the fourth Monday in January. But the mayor or reeve appoints when it shall meet after this first occasion. If the mayor or reeve is absent or refuses to call a meeting of the council any three members may call a meeting.

The mayor or reeve presides as chairman at council meetings and sees that business is conducted in an orderly way. If he is not present at a meeting, a chairman is appointed by council for the occasion. The presiding officer votes as an ordinary member of council and, if the number of votes is equal, the question is considered as decided in the negative.

It is always found desirable to choose permanent committees for the year to have charge

of such matters as, for example, the municipal finances, the municipal works, the markets, police and fire protection. These committees act as a sort of executive in their particular departments making reports to council and carrying out its decisions. The members that compose them are appointed by the mayor or reeve. On the other hand, it rests with the council to appoint any other committees that may be chosen from time to time for the consideration of special matters. The rules for the conduct of business in municipal councils are, as far as circumstances permit, the same as those in use in the House of Commons and the Legislative Assembly.

8. By-Laws.

Any legislation passed by a municipal council has the name of "by-law." Every by-law must be signed by the mayor or reeve and by the clerk and sealed with the seal of the municipality. A mayor or reeve at any time within one month may veto or return for consideration any by-law (except one that has been affirmed by vote of the ratepayers), stating his objections to it or the amendments proposed by him.

The council may accept the mayor's decision or it may, if it chooses, pass the by-law in the original form but the vote in such a case must be by show of hands and the names of members voting for or against must be recorded by the clerk. Before a by-law can come into force, a true copy of it, certified by the clerk and under the seal of the municipality, must be deposited in the office of the registrar of the County Court.

The subjects regarding which a municipal council has power to legislate are carefully explained in the "Municipal Clauses Act," and form a very long list which it is not necessary to give here. In general, everything that concerns the municipality and is not otherwise provided for by the statutes of the province is under the control of the municipal council.

9. Municipal Taxation.

In order to meet the expenses of municipal government the council imposes a direct tax upon real property (that is, land including improvements such as buildings, etc.). As a first step it is necessary to determine what every

man's property is worth. Therefore, an officer, called the "assessor," estimates the fair actual value in each case and makes a record of it in a document known as the "assessment roll."

Since the amount of taxes which the owner will have to pay depends upon the assessed value of his property it is important that the work of valuation shall be accurately done. Hence there is a period allowed for appeal against the value set by the assessor. All appeals come before a "court of revision." If the council of the municipality consists of no more than five members, it will itself act as the court of revision. But if the council is larger, it appoints by resolution five of its members to form such a court. If dissatisfied with the decision of the court of revision, a ratepayer may appeal to a judge of the Supreme Court or to a county judge having jurisdiction within the municipality. If question arises as to some point of law, there may be a further appeal to the Court of Appeal.

On the assessment of the municipality the council fixes a rate of taxation which it considers

will yield enough revenue to pay municipal expenses for a year. This rate is generally stated as being a certain number of mills in the dollar. A mill is the one-thousandth part of a dollar. Thus, if taxes could be so low as one mill in the dollar, a person having property assessed at $1,000 would pay one dollar in taxes.

In levying the rate the municipal council is prohibited from taxing more than fifty per cent. of the assessed value of improvements. If it so desires, it may exempt improvements altogether from taxation.

10. Exemption from Taxation.

It should be noted that there are certain kinds of real property which are entirely exempt from municipal taxation. The list is briefly as follows: (1) churches, (2) cemeteries, (3) hospitals, (4) crown property and Indian reserves, (5) municipal property, (6) orphanages.

11. Statute Labour and Road Tax.

Besides the municipal taxes that must be paid in money there may be imposed for the maintenance of the roads in a district or township

municipality a tax which is paid in labour under the direction of a local officer called a "path-master." This is known as the "statute labour tax," and requires from each person one or more days' work according to the assessed value of his property. But anyone may pay this tax in money, if he wishes to do so.

City municipalities have power to levy upon persons of the male sex between the ages of twenty-one and sixty a "road tax" not exceeding in amount two dollars per head for each year. All members of the active militia force of Canada are exempt from this tax. In district or township municipalities a like tax may be levied except where statute labour is imposed.

12. Borrowing.

Sometimes, in order to carry out some expensive public undertaking such, for example, as the construction of a system of waterworks or the erection of a city hall, a municipality may think it advisable to borrow money instead of defraying the total expense from the year's taxes. But before a by-law to this effect can be finally passed by the council a vote of the

ratepayers must be taken as at an ordinary election. No person is admitted to the poll unless he is assessed as the owner of real property within the municipality according to the last revised assessment roll as added to or altered up to five days before the date of voting. If a municipality is divided into wards, a ratepayer may vote in each ward in which he is assessed for real property. In city municipalities in order that such a by-law may pass at least three-fifths of the number of persons who vote must cast their ballots in favour of it. In district or township municipalities, on the other hand, a simple majority of votes is requisite.

13. Board of Control.

In city municipalities a board of control may be instituted, if a vote is taken as for a money by-law and three-fifths of the number of ratepayers who vote declare themselves favourable. The board consists of the mayor and two controllers nominated and elected by the city at large. The members of the board, except the mayor, are after the first election chosen for two years, one retiring each year. On the occasion

of the first election the one receiving the higher number of votes is declared elected for two years and the other for one year.

The duties of such a board are briefly, (1) to prepare an estimate of the proposed municipal expenditure for the year and submit it to the council, (2) to award all contracts, (3) to inspect municipal works in progress, (4) to nominate or suspend from office the city officials. In order to make any expenditure not recommended by the members of the board of control or to set aside an appointment made by them it is necessary for two-thirds of the council to vote in favour of such action.

NOTES. — "Municipal Qualifications in Certain Cities." In Vancouver an elector must be the owner or the tenant of real property of the assessed value of at least $300. The qualification of the mayor or an alderman is that he shall own real property of the assessed value of at least $2,000. In New Westminster, in order to be qualified to vote, it is necessary to be assessed for real property to the value of not less than $50, or be a householder residing within the city for six months before the first Monday in December and paying a rental of not less than $100 a year. In Victoria, in order to be qualified as mayor of the city, an elector must own real property of the assessed value of $1,000 or more. In the case of aldermen the required assessment is $500. In Nanaimo, the mayor must be assessed for $500 and an alderman for $350.

"Railway Taxation." Railroads and railway property situated within municipalities incorporated after February 21, 1895, are subject to provincial taxation but not to municipal taxation.

"Money By-Laws." A by-law for contracting debts for other than ordinary expenditure may be introduced in a municipal council only on the presentation of a petition signed by the owners of at least one-half in value of the land, in a district or township municipality, and at least one-tenth in value of the real property, in a city municipality. But a by-law for borrowing money for street purposes, sidewalks or sewer connections may be introduced in the council without petition from the ratepayers.

A "Board of License Commissioners" for granting licenses for the sale of intoxicating liquors, consists, in a city municipality, of the mayor as chairman with two persons appointed annually by the Lieutenant-Governor-in-Council, one of whom must be an alderman; and, in a district or township municipality, of the reeve as chairman with two councillors chosen by the municipal council and two local justices of the peace likewise chosen by the council.

Questions.

1. What is the name of your municipality? What kind of municipality is it?

2. How many members of council are there? Is your municipality divided into wards? Who is your mayor or reeve?

3. Who are entitled to have their names placed on the voters' list?

4. When do nominations and elections take place in your municipality?

5. Who are the officers of your municipality?

6. When are council meetings usually held? Name some of the committees?

7. What is the rate of taxation? What taxes does your father pay?

8. Mention some kinds of property that are free from municipal taxation.

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Appendix to Topic XI.

Provincial Taxation.

The taxes on real property outside the limits of the municipalities and on all personal property and incomes in the province are levied and collected by the provincial government. The province is divided into "assessment districts," for which assessors and collectors are appointed by the Lieutenant-Governor-in-Council. The assessment roll must be completed on or before November 30th in each year. In order that the assessment may be made as accurate as possible, it is required by law that every person, when requested, shall sign in the presence of two witnesses a statement in prescribed form giving

the value of his property and the amount of his income, and shall forward this to the assessor. Real and personal property are assessed at their actual value in money.

One or more persons in each assessment district are appointed by the government as a Court of Revision and Appeal. To this court appeal may be made against the assessment by giving proper notice to the assessor. A further appeal from a decision of the Court of Revision is allowed to the Court of Appeal of British Columbia.

The rates of taxation on the various classes of property and amounts of income are prescribed from time to time by statutes passed by the provincial legislature. The following are exempt from taxation: (1) Crown lands and Indian lands, (2) churches and cemeteries, (3) public libraries and scientific institutions, (4) agricultural and horticultural societies, (5) universities, schools, court houses, jails and asylums, (6) the property and income of fire companies, (7) the personal property of the governor-general and the lieutenant-governor, (8) the pay, pension and personal property of anyone in actual service in

His Majesty's regular army or navy, (9) Imperial, Dominion and provincial pensions, (10) personal property in the form of mortgages, (11) personal property in the form of provincial and municipal stocks, bonds and debentures, (12) personal property in the form of money due from the sale of land, (13) personal property under the value of $500 and a person's household furniture and effects, (14) public roads and squares, (15) the income of every person up to $1,000, (16) homesteads under the Dominion Land Act and preemptions under the Provincial Land Act for two years from the date of entry and to the extent of $500 of their value for four years thereafter, (17) farm produce, all income from a farm, and the live stock and machinery on a farm to the value of $1,000, (18) book debts, (19) money deposited in a bank, (20) minerals in course of treatment at a smelter, (21) timber and coal lands under lease from the Crown, (22) timber cut from lands under lease from the Crown, (23) all property of a municipality, (24) the income of local benevolent societies.

Business corporations, such as banks, insurance companies, loan and trust companies,

telegraph, telephone and express companies, etc., are taxed according to special provisions of the "Assessment Act."

NOTES.—"Real Property" includes land, buildings, permanent improvements, machinery, trees, and all quarries and substances in and under the land (except mines and minerals).

"Personal Property" includes goods and merchandise, stocks, bonds and debentures, securities, investments and accounts, and everything capable of ownership or that may be bought and sold, and not forming part of real property as defined above.

"Income" includes all such profit or gain as wages, salary and fees, and all interest, dividends or profits from any source whatever.

BRITISH COLUMBIA EDITION.

TOPIC XIII.

The Courts of Law.

1. Introduction.

We have been studying thus far how the laws are made. We wish now to know how they are enforced. In connection with this part of the subject it will be necessary to learn about the "judicial" power. We have already found what the executive and the legislative powers are, and how they belong to parliament and the legislature. On the other hand, the judicial power belongs not to parliament but to certain special bodies called "courts of law." A court consists of a judge with or without the aid of a "jury." A jury is a group of men, usually twelve in number, chosen for the occasion from the district where the sittings of the court are held. The highest courts generally have more than one judge and no jury.

2. The English Common Law and the Statute Law.

It is necessary to have laws for the many and complex relations that unite men in our modern

civilization, such as their business relations, and their family and social relations. If a man lends money, the law has to state how he shall set about collecting it, should the debtor not be willing to pay promptly; if he desires to make a will, the law must tell in what manner such an act can properly be performed; and if one man speaks ill of another, the law has to declare in how far the latter may be able to find a remedy.

Our system of law has not been made in a day but has grown up gradually through the long course of centuries, according as various customs and precedents became accepted as fair and just. For judges, in dealing with particular cases that came before them, followed certain general principles of justice and as a result of their decisions there has arisen a great body of law which applies to innumerable matters. This law which we have inherited from England we call the "English common law." The common law is at the foundation of our legal system throughout the Dominion (except in the Province of Quebec). In order to change the common law or make other laws to suit our own time and country, parliament and the legislature

are, as we have seen, constantly passing new acts or statutes and these form what is known as the "statute law."

3. Criminal and Civil Law.

There is an important distinction between certain laws which, among others, the Dominion Parliament may make and those laws which the provincial legislature has power to enact. Thus, parliament alone can make the laws that relate to crime and criminals. These are included under the term "criminal law," which has to do with such offences as murder, forgery, theft, etc. The legislature, on the other hand, enacts the laws that affect property and civil rights in the province (Topic II). These form part of the "civil law."

4. A Civil Suit.

Now the constitution of the various courts of law and the powers that belong to them form a somewhat difficult subject. So it will be better at first to follow the proceedings in two supposed cases and learn in this incidental way what we can about the courts.

Let us take first a civil suit. We shall suppose that we wish to recover a certain amount of

money that Mr. B. owes us. We are "plaintiffs," because we enter the suit. Mr. B. is the "defendant," because he is defending his case. We make a brief statement of our claim in a writ of summons which we secure from the proper court and this is "served on" the defendant, who has to put in a "defence," that is, give a reason why he ought not to pay. If the defendant were not to put in any defence, judgment would go "by default," and we could then proceed to collect our account by having the goods of the defendant seized and sold.

If the "defence" has been properly entered, the suit will come up for trial at the next sitting of the court. Although a person may present his own case in court, it is nearly always better to engage a lawyer for the purpose. It is a lawyer's business to know the law; and no one not trained as he can possibly bring out so well the important points and avoid making disastrous mistakes. A lawyer is usually consulted before any suit is brought at all and allowed time to study the case fully. Therefore, we shall suppose that we

have engaged the lawyer, Mr. X. The defendant has engaged Mr. Y.

When the day of trial comes, our case may not be the first one called. Perhaps the judge may not reach it till the next day. But at last it is called. Our lawyer, or "counsel," opens the case by stating what our claim is. We are asked to take our place as witnesses and give evidence. We are sworn "to tell the truth, the whole truth, and nothing but the truth." Then by questions our counsel leads us to tell all we know about the circumstances and the nature of the claim. After he is done the defendant's counsel "cross-questions" us, that is, asks us further questions, intending to bring out any point that is favourable to the defendant's side.

If there are other persons besides ourselves who know anything about the matter they have been ordered to attend the court and are now sworn, questioned and cross-questioned. When our witnesses have all been heard, the defendant and his witnesses are sworn and give their evidence in the same way. Then the lawyers sum up the evidence as a whole, each emphasizing the points that in his opinion favours his side.

With this the case is concluded, and the judge gives his decision at once or he "reserves" the matter for fuller study and the decision is given later. The side that loses usually pays the costs of the trial, although this is not so invariably. If the loser is not satisfied, he may "appeal" to a higher court. But appeals are expensive and are not usually taken unless there is good reason to hope that the decision of the higher court will be favourable.

5. A Criminal Case.

Let us now follow the course of a criminal case in the courts. We shall suppose that a murder has been committed. An officer, called the "coroner," looks into the matter and decides that it is necessary to hold an "inquest," or inquiry. He then summons a jury and has witnesses called, sworn and questioned. After this the jury gives its "verdict," or opinion, as to how the murdered man met his death. If the jury is reasonably certain as to who the guilty person is, it charges him with the crime.

This person is then arrested and brought before a local magistrate. The magistrate may be a "justice of the peace," who is a sort

of inferior judge appointed by the provincial government; or, if the crime has occurred in a large city, he may be a regular officer with the name of "police magistrate." He goes only so far in his trial of the prisoner as to satisfy himself that a sufficient case has been "made out." He then commits the prisoner to jail to stand his trial at the next session of the Supreme Court in that judicial district.

If it were not a case of murder the accused man might be allowed out on "bail" during this time. A prisoner is said to be out on "bail" when some persons have promised to see that he is present in court at the proper time or to pay a certain sum of money as a fine. But a man accused of so serious a crime as murder must stay in jail till the court takes up his case.

In order to arrange for the proper trial of a person accused of crime, a lawyer is usually chosen by the Attorney-General's Department to act as "crown prosecutor." It is the duty of this officer to prepare the charge against the prisoner, which is laid before the "grand jury" at the session of the Supreme Court. This jury

does not try the prisoner. It merely examines the evidence against him and decides whether this evidence is sufficient for sending him for trial. If it decides that the evidence is not sufficient, the accused is set at liberty.

But if it concludes that the evidence is sufficient, it is said to bring in a "true bill," and the accused must go for trial before a "petit jury" (that is, little jury). This jury is one specially chosen for his case and consists of twelve men. Before he can be declared guilty or innocent, all the twelve men have to agree. If the jury cannot agree on a verdict, it is dismissed and the trial has to begin again before a new jury.

When the prisoner is brought into the court the charge against him is read to him and he is asked to say whether he is guilty or not guilty of the crime. Usually he will say that he is "not guilty." Then the members of the petit jury (which has been already referred to), are chosen from lists furnished by the sheriff. Both the prosecuting counsel and the prisoner's counsel have the right to object to any juror, if it is thought that he may not act

fairly either from supposed friendship or supposed enmity towards the prisoner, or from some other cause.

After the jury has been chosen the trial begins. Proceedings resemble in a general way those already described in civil suits. At the close of the addresses of counsel for each side, the judge sums up the case for the jury carefully stating what questions they have to decide. In a case of murder it may be that the jury will have to decide whether the accused person is actually the guilty one, and, if he is, whether he committed the murder wilfully or did it while trying to defend himself against attack from the murdered man.

The jurors then retire and discuss the case among themselves until they come to a decision. Then they all return to the court room and their leader, called a "foreman," announces whether they have found the prisoner "guilty" or "not guilty." The judge, in accordance with the verdict, either sentences the prisoner or allows him to go.

In case there is an important point of law involved, the judge may be asked to reserve

the same for the consideration of the Court of Appeal. Until such appeal is decided the sentence may be suspended or sentence need not be passed at all.

Reserving a point of law does not, however, of itself suspend a sentence passed on one found guilty. Sometimes, when some serious mistake has been made, a new trial may be ordered.

6. Pardons.

The power to pardon a person convicted of a crime rests with the Governor-General of Canada and is exercised by him on the recommendation of the Minister of Justice. If there is good reason for showing mercy in a special case, the Minister recommends to the Governor-General that the prisoner receive a full pardon or that he be pardoned after a certain time.

7. Summary Trial.

Instead of waiting for the regular sitting of a court, an accused person may, in the case of lesser crimes, "elect" (that is, choose) to be tried at once before a county court judge without a jury. In this event the matter can be very speedily dealt with.

8. The British Columbia Law Courts.

The courts of law in British Columbia may be briefly described as follows :—

1. The County Courts are held at times and places specified by the Lieutenant-Governor-in-Council in each of the districts called "counties," into which the province is divided for judicial purposes. But special sittings may be ordered by a judge as he thinks fit. These courts try suits for damages and debt where the amount claimed is not more than one thousand dollars. They decide questions of title where the value of the lands is not over two thousand five hundred dollars and they have jurisdiction in the case of wills where the value of the estate does not exceed the same amount. These courts also exercise certain powers conferred upon them by the Mineral Act and the Placer Mining Act. In general, in suits where the amount claimed exceeds fifty dollars, a jury may, under certain conditions, be summoned to try the case. Such a jury consists of five men and the agreement of four is sufficient for a verdict. The County Courts have no jurisdiction in actions for malicious prosecution, libel or slander. Appeals are

allowed from these courts to the Court of Appeal where the amount in dispute is one hundred dollars or over.

2. The Supreme Court of British Columbia conducts the trial of all manner of suits without limitation, whether criminal or civil, with or without juries. Sittings are held by one of the judges of the court at stated times in each of certain cities of the province selected for the purpose and known as "assize towns." Appeals are allowed from the judges' decisions to the Court of Appeal.

3. The Court of Appeal, which sits at Victoria and Vancouver, receives and considers appeals against the decisions of the courts of the province.

The judges of all courts are appointed and paid by the Dominion.

9. The Supreme Court of Canada.

Next to the courts of the provinces come those of the Dominion. Of the latter the one about which it is most important for us to know is the Supreme Court of Canada. This

is a court of appeal from the provincial courts and consists of a chief justice and five other judges who reside at Ottawa. Appeals may be taken to it from the Province of British Columbia, if the sum or value of the matter in dispute amounts to two hundred and fifty dollars or upwards, or if the validity of an act of the legislature is called in question. It has, moreover, the duty of interpreting the national constitution, whenever difficulties arise. The Dominion Government may refer any question of the kind to this court in order to secure its opinion upon it.

10. The Privy Council.

Finally, above all the courts of the colonies stands a court in England called the "Judicial Committee of the Privy Council," or more briefly, the "Privy Council." As may be inferred from the name, the judges of this court are members of His Majesty's Privy Council in Great Britain (not the Privy Council for Canada described under Topic V.), and are considered to form a division of that ancient body. An appeal to the Privy Council is

allowed only when the case involves a very important point of law or the understanding of a provision of the constitution.

NOTES.—The "sheriff" is the chief executive officer of the law in a judicial district, who sees that the sentences and judgments of the courts are carried out. He also summons the juries and has charge of the jail. A "constable" is an inferior officer who makes arrests, serves summonses or other papers at the order of a magistrate, sheriff or court of law. A "summons" is a written command issued to a defendant or witness to appear before a court. A "warrant" is a document giving authority to a person to do a certain thing. A common use of the warrant is to give authority to a constable to arrest a person accused of a crime.

The "Exchequer Court of Canada." This is a court of the Dominion consisting of one judge who resides at Ottawa. It has jurisdiction in all claims against the crown as well as in cases relating to copyright and trade-mark. The presiding judge visits the different parts of the Dominion from time to time to try cases.

The "Admiralty Court" is a branch of the Exchequer Court of Canada and has jurisdiction to try cases relating to shipping. The Local Judge in Admiralty for the Province of British Columbia resides in Victoria and generally visits the assize towns where cases are to be tried.

"Juries." When a jury is employed in civil cases in the Supreme Court of British Columbia, the number of jurors is eight and the assent of six of them is sufficient for a verdict. A "grand jury" in British Columbia consists of thirteen men, seven of whom must agree in order to find a true bill.

"Crown Prosecutors." In British Columbia the Crown is not represented by County Crown Attorneys as in some of the other provinces. But the administration of justice is more directly under the control of the officers of the Attorney-General's Department. Counsel are from time to time instructed to act for the Crown at Assizes and local counsel have more or less general retainers to act for the Crown in criminal cases that may occur in their locality.

Questions.

1. What is the difference between the criminal and the civil law?

2. Write an account of an imaginary trial in which the plaintiff is suing the defendant for debt. Give full particulars of the case.

3. Who is the Chief Justice of British Columbia? Of what court is he a judge?

4. Who has the power to pardon a person convicted of a crime?

5. Name the courts of law of the Province of British Columbia. Who appoints the judges?

BRITISH COLUMBIA EDITION.

TOPIC XIV.

EDUCATION.

1. School Districts.

All pupils who read this book will no doubt like to learn about the schools and colleges of the province. If you happen to live in the country, you will probably attend a school where there is but one teacher. If you live in a city, you will doubtless be a pupil in a large school where there are several teachers. Now no matter whether your school is large or small, it is under the control of a Board of Trustees who have the general management of its affairs.

Your school, if you live in a city, town or district municipality, is said to be situated in a "municipal school district." But if you live outside a municipality, you are probably within a "rural school district," which is a division of territory specially made for school purposes. Before a rural school district is created there must be resident within its proposed limits not less than twenty children between six and

sixteen years of age and there must be assessable property and income sufficient to provide for the necessary expenditure. A school may, however, be opened outside a regular school district, if a majority of the parents so desire, in case there are not less than ten and not more than nineteen children of the school age in the locality. Such a school is known as an "assisted school."

2. Board of Trustees.

In a municipal school district the officers of the Board of Trustees are the "chairman" and the "secretary." The chairman does not vote as a member of the board, unless the number of votes on any question is exactly even. The secretary may or may not be one of the trustees. An auditor is appointed each year by the municipal council to examine the school accounts and his expenses are paid by the Board of Trustees.

Municipal school districts are divided into four classes partly on the basis of the average daily attendance of pupils in the schools during the year. In city school districts of the first class the attendance is one thousand or over. To

this class belong Victoria, Vancouver and New Westminster. In those of the second class the attendance is two hundred and fifty or over. Ladysmith, Nanaimo, Nelson, Prince Rupert, Revelstoke, and Rossland, for example, belong to this class. City school districts of the third class include the remaining incorporated cities. District municipality school districts form the fourth class of municipal school districts and include all the district municipalities. In a city school district of the first class the Board of Trustees consists of 7 members, in one of the second class of 5 members, in one of the third class of 3 members, and in a district municipality of 5 members.

In the case of a rural school district or an assisted school, the Board of Trustees consists of 3 members. The auditor is elected by the school meeting at the time of the election of the trustees. The board chooses one of its members as "secretary."

3. Elections.

In a municipal school district each trustee holds office for two years. It is usually provided

by order-in-council that, on the occasion of the first election in a district after it is organized or is transferred from one class to another, a nearly equal number of trustees shall be elected for two years and for one year respectively. For example, if a school district is entitled to have five trustees, it will probably be arranged that the three receiving the higher number of votes shall hold office for two years and the remaining two for one year. Consequently, in such a case the number of trustees to be elected each year thereafter will, under ordinary circumstances, be two and three alternatively. If a trustee dies or resigns, the person chosen in his place holds office only for the remainder of the unexpired term. The time and manner of election and the voters' qualifications are with regard to the school trustees the same as with regard to the mayor (or reeve) of the municipality. In a city school district any person is eligible for election as a trustee, if he is a British subject of the full age of twenty-one years, actually residing within the district and has been for the six months immediately before his nomination as trustee, the registered owner, in the Land Registry Office,

of land or real property in the school district of the assessed value of five hundred dollars or more, and is besides qualified to be a voter at the electon of trustees. In a district municipality school district a trustee need be only three months a resident and the registered owner of land or real property to the value of two hundred and fifty dollars. In a district municipality a homesteader is also eligible for election as a trustee, if he has been a resident for a year or more before his nomination and is assessed for five hundred dollars or more.

The trustees of a rural school district or an assisted school are chosen at a public meeting of the electors called a "school meeting," which is held every year on the second Saturday in July, commencing at 7 o'clock in the evening. One of the trustees usually calls the meeting to order and a chairman is then elected to preside over it. The secretary of the board, or if he is absent, some one who is elected by the meeting, acts as secretary for the occasion. The candidates are nominated as in an ordinary public meeting. The nomination of trustees

closes at 8 o'clock. Should there be more than one candidate for a vacancy, a vote is taken closing at half-past 9 o'clock in the afternoon. Voting may be open or by ballot as the meeting thinks fit. In order to be permitted to vote in a rural school district, a person must be assessed as a ratepayer, or as the wife or the husband of a ratepayer, and must have paid all taxes imposed upon him by the school district during the previous year. If, however, there is no assessment list, as, for example, at the first meeting of a newly organized rural school district and in the case of many assisted schools, any person is allowed to vote who is a householder or a freeholder, or the wife or the husband of a householder or a freeholder, of the full age of twenty-one years, and resident for six months preceding the date of the meeting. But Chinese, Japanese, Hindus, and Indians are in no case permitted to vote.

After a rural school district is organized, the first trustees elected retain their positions until the next annual school meeting in July. Of the three trustees then chosen the one who receives

the largest number of votes holds office for three years, the one who receives the next largest number for two years, and the remaining one for one year. But at all succeeding annual meetings trustees are elected for a term of three years. Consequently, unless a member of the board dies or resigns his office, there is afterwards only one trustee to be chosen each year. As in the case of municipal schools, if a trustee does not serve his full term, the person elected to fill the vacancy remains in office only for the remainder of the time for which his predecessor was chosen. Trustees must be British subjects and qualified voters and residents, or the wives or the husbands of qualified voters and residents. But the husband or the wife of a person who is a trustee is not eligible for election.

4. The Inspector.

Besides the teacher and the trustees of your district there is an officer who is known as the "inspector," and is appointed by the Provincial government to have the oversight of the schools in a certain division of the province. He must visit regularly the schools in his inspectoral

district, examine their work, see whether the school buildings are kept in proper repair, and find out whether everything that is required by the Council of Public Instruction is being done. He must also make a report on all these matters to the Superintendent of Education.

5. The Council of Public Instruction.

The general control of the schools of British Columbia is exercised by the Council of Public Instruction, which consists of the members of the Executive Council. The Superintendent of Education is an officer appointed by the Lieutenant-Governor-in-Council to have, subject to the Council of Public Instruction, the supervision and direction of educational affairs in the province. He is by virtue of his office the secretary of the Council.

6. Support of the Schools.

In order to assist in paying the salaries of the teachers in the municipal public schools, there are assigned to the municipalities certain grants from the public school fund provided by the legislature. To a city of the first class is given a grant of three hundred and sixty dollars per

year for each teacher employed in its schools, to a city of the second class four hundred and twenty dollars for each teacher, to a city of the third class four hundred and sixty-five dollars, and to a district municipality four hundred and eighty dollars. When a teacher's salary is increased by the board of trustees beyond the sum thus given by the province, a further allowance is paid of half the amount of the increase, but this grant cannot exceed one hundred dollars a year.

The additional money required for school purposes is provided by a tax on the municipality which is levied in the same way as the other municipal taxes. When any special or extraordinary expenses are to be incurred as, for example, when it is desired to erect a school building, the board of trustees must prepare a detailed estimate of such expenses and submit it to the municipal council for consideration. Should the municipal council approve of the plans of the board, the requisite money is levied with the year's taxes or is borrowed on the credit

of the municipality. But should the council disapprove, it must within thirty days submit to the electors a by-law with regard to the proposed expenditure and borrowing of money.

In the case of rural school districts a grant of four hundred and eighty dollars per year is paid directly from the provincial treasury to each teacher employed. When a rural school district supplements a teacher's salary by means of taxation, a further sum is paid by the province to the teacher of one dollar for every dollar that is provided by the school district up to one hundred dollars a year. Whatever amounts are needed for other school purposes are collected in taxes from the ratepayers. The money for all ordinary expenses can be voted only at a "school meeting" that has been called in proper form. Likewise, any unusually large expenditure which requires that money be borrowed is under the control of the school meeting.

It is the duty of a provincial assessor to make a valuation of the real and personal property in each rural school district within the limits of his assessment district and to forward the assessment roll to the secretary of the board of trustees

on or before the date of the annual school meeting. Afterwards the trustees must revise the assessment roll to the best of their ability, and return it to the provincial assessor and also furnish him with a statement of the amount of money that has been voted for all purposes at the school meeting. The assessor then completes the roll and levies a sufficient rate upon real and personal property in the school district to yield the sum required. The taxes are collected by the provincial collector and the money is sent in to the provincial treasury, from which it is afterwards paid over quarterly to the board of trustees.

In the case of assisted schools the salaries of the teachers employed are fixed by the legislature and paid monthly from the provincial treasury. All other expenses are met either by the voluntary contributions of parents or others or by regular taxation, as the annual school meeting may determine.

7. Consolidated Schools.

In order to make it possible for children to obtain a better education than can be given in the ordinary ungraded school, two or more

neighbouring school districts may unite into one district and establish a central graded school or, as it is usually called, a "consolidated school." Wherever the children need to go a long way to reach the school, the Board of the united district must provide means of conveyance. A special grant is paid to the Board by the province to cover not more than half the cost of thus carrying the children to school.

When two municipal school districts unite 6 trustees are elected. Each municipality elects 3 of these and must also contribute its just share to the support of the school. In case a municipal school district and a rural school district unite, 5 trustees are elected from the new district as a whole.

8. High Schools.

A high school in which the higher branches are taught may by the authority of the Council of Public Instruction be established in any municipal school district where there are at least twenty pupils qualified and ready to attend. The affairs of each high school are under the management of the board of trustees of the

school district in which it is situated. Its support is provided for in exactly the same way as that of the ordinary schools. If, however, the trustees think fit, they may require that a certain fee be paid by the pupils of the high school for tuition. But in fixing the amount of such fee, the trustees must make provision by which pupils whose parents are unable to pay the regular fee can be admitted to the classes either without payment or at a smaller fee.

The courses of study in the high schools are divided into four grades. These are: (*a*) "junior grade," which comprises the two divisions, "preliminary" and "advanced," (*b*) "intermediate grade," (*c*) "senior grade," and (*d*) "senior academic grade," which includes a more advanced study of English and foreign languages. In addition to the ordinary courses a commercial course is prescribed and may be taken in the junior grade.

9. Training of Teachers.

Those persons who intend to become teachers receive their education in the public and high schools. The lowest certificate is of the third class and is issued to those who have passed the

examinations of the junior grade course of the high schools and have taken in addition the work of the preliminary session at the Provincial Normal School at Victoria or at Vancouver. This certificate permits the holder to teach for three years only but may be made valid for life by attendance at the advanced session of a normal school. A second class certificate, valid for life, is obtained by passing the examination of the intermediate grade and taking the advanced course in a normal school. A first class certificate and an academic certificate, both valid for life, can be secured by passing the examinations of the senior grade and the senior academic grade, respectively, and by attending a normal school. A temporary certificate, valid until the next teachers' examination, may be issued to any suitable person. Certain university examinations are, under prescribed conditions, accepted as being equivalent to the regular teachers' examinations.

10. The University of British Columbia.

Students who wish to continue their studies beyond the courses given in the high schools

may attend the University of British Columbia at Vancouver. Here they are at liberty to enter the department of study known as the "Faculty of Arts." The studies in Arts include those which do not directly train for any of the professions, but are suitable for all who desire an advanced education. They are Classics (that is, Latin and Greek), English, Modern Languages, Philosophy, Agriculture, Mathematics and Science. Students who intend entering a profession such as medicine or law, often find it helpful to take first a course in Arts, because of the wider knowledge they gain thereby. The university grants to those who complete a course in Arts the degree of Bachelor of Arts (B.A.). There has also been established in connection with the university a college of Applied Science, a course in which fits for one of the various branches of engineering. The degree granted is that of Bachelor of Science (B.Sc.). Students who so desire may take a joint course which will permit them to obtain the two degrees, B.A. and B.Sc. There are in the province as yet no special professional schools of law, medicine or pharmacy.

Questions.

1. What is the name of your school district? Who are the members of your board of trustees?

2. What members of your board were elected at the last election? Who are the chairman and the secretary?

3. Who is the inspector of your school and where does he live?

4. Who are the Minister and Superintendent of Education?

5. What is the Council of Public Instruction?

6. Give a brief account of the high schools.

7. What work is done by the provincial university?

Duties of the Citizen.

You have in this book been studying chiefly the powers and duties of those who govern. But it must always be remembered that the ordinary citizen has powers and duties as well. He must not sit down quietly, and allow the affairs of state to go on, without feeling that he has some responsibility. Therefore, though you may be only one person in the vast total of the population, yet you have your duties to perform.

The first one is to try to understand as well as you can our system of government, and to keep yourself informed as to all the important acts of those who are in authority. In your study of public affairs you will be led beyond the bounds of the Canadian Dominion, for we have the advantage of living in a country which is part of a great empire. As you come to know better the outside world of nations, the more confident you will be of the value of our position.

Since Canada is now assuming in a definite way the duties of empire, there is a certain imperial feeling that we should strive to develop. The British Empire is so vast that it

contains within itself nations of all languages and all religions. As a citizen of the Empire you should, therefore, have respect and toleration for the opinions of others. Our Empire cannot long continue to exist, unless it is something for which our brother nations may all have an ardent loyalty, whatever may be their creed, race or tongue. This imperial feeling will also help us in our national affairs, for it will enable us to be sympathetic with our fellow citizens throughout the Dominion.

In Canada we have what has been said by enthusiastic observers to be the most perfect constitution yet devised by man. It seems to possess all the advantages of the noble constitution of the American Republic, yet with few of the latter's defects. But constitutions are not worth the paper they are written on, and precedents not worth the time spent in remembering and recording them, if the citizens do not take an interest in the affairs of the state. And the same is true all the way down from national government to the management of the public business of the municipality and of the school division. Therefore, your second duty as a

citizen is to put your knowledge of the nation and its government to practical use by taking an active part in politics.

The most effective way to make your influence felt in politics is to become a member of a party and to attend its meetings. Then you will be able to do something to secure the nomination of good, honest men for parliament and the legislature, and to check the tendency to employ improper means in the conduct of an election campaign. There is often so much at stake in an election, that many men are willing to spend a large amount of money and to make use of all kinds of dishonourable methods rather than run the risk of losing. Moreover, various great business enterprises are ready to contribute money lavishly to election funds, if they have hopes thereby of securing favours from parliament, legislature, or council. So every citizen who loves his country should try to discover and oppose all tendencies to evil-doing in the party to which he belongs.

A third duty incumbent on you as a citizen is to be ready to assist, so far as you are able,

all good causes. You ought never to oppose them by speaking ill of them or by making them objects of ridicule. One of these causes is the thorough education of all citizens. It is the common, everyday people that make the governments, good or bad. Every person should have in his early life an opportunity to receive all the educational training that is possible for him, and within the power of the state to give. It will be found that the remedies for the evils of government and of society do not lie in the under-education of the masses of the people. On the other hand, there is no need to fear over-education, if the instruction given is of the right kind.

Another good cause of which you should speak no ill, is the effort which is being constantly made to lessen the evil of intemperance in our country. Our race from ancient times has suffered injury from the habit of drinking intoxicants to excess. It has become evident that it is at last possible for us to rid our people of this age-long curse. But the most important of all causes which we should support is that of religion. A nation that scoffs at religion is in

grave peril. Nothing can be found to take its place in the life of the people. It seems to be the only force strong enough to resist those tendencies which, if unchecked, will bring on rapid national decay and ruin.

The last duty of the citizen which we have occasion to mention, is that of endeavouring to lessen the cruelty of our civilization. When we read the history of early times, we are overpowered at the amount of suffering that seems to have been caused needlessly. In the ordinary pursuit of business and pleasure horrible and unnatural things were done. Probably some time in the future a similar charge will be brought against our own age. It would be well, if each day every one of us would think of the cruel things that we have seen done or that we ourselves have done, and then try to discover how much of the suffering thus caused might have been prevented. There is hardly any doubt that, if such a course were consistently followed, we should soon have a bright and happy world.

Rear up a nation firm and just,
A shrine of Liberty;
Raise up the earth-trod from the dust,
And make them strong and free,
Till none in all her wide domain
Be overwrought by power,
And they from every clime and strain
May bless her natal hour!
The millions in the future's hand
Look with all hope to you.
It is your duty to your land:
Canadians, be true!

Love her who guards you well and brave
Unfeignèd loyally.
It is your right some day to have
With her th' enthroning sea,
The sway of fertile plain and isle,
The swarming homes of men,
Whom to defend and teach meanwhile
'Twill rest upon you then.
Love her howe'er her fate be cast,
And ever faithful do
Your duty to the Empire vast.
Canadians, be true!

APPENDIX I.

Parliamentary Titles.

1. Words that Precede the Name.

We speak of "His Majesty the King," "His Excellency the Governor-General," and "His Honour the Lieutenant-Governor."

The prime minister of the Dominion and the other cabinet ministers (whether at present in office or retired) have, as members of the Canadian Privy Council, the right to be styled "The Honourable." Some, however, have also been made members of the British Privy Council, and have, therefore, the title, "The Right Honourable."

The provincial premiers and the other members of the executive councils are styled "The Honourable."

A member of the Dominion Senate has the title, "The Honourable Senator."

The speakers of parliament and the legislatures have their names preceded by "The Honourable."

2. Letters that Follow the Name.

A member of the Dominion parliament is entitled to the use of the letters M.P. (that is, Member of Parliament).

A member of a provincial legislature employs the form M.P.P. (that is, Member of Provincial "Parliament"). It may be observed that we do not now apply the term "parliament" to a provincial legislature. Therefore, it would be more correct, if we wrote M.L. (Member of Legislature) or M.P.L. (Member of Provincial Legislature), but these forms have never been adopted.

In the provinces of Quebec and Nova Scotia, where there are two houses in the legislature, members of the legislative council and those of the legislative assembly are sometimes given the distinguishing titles M.L.C. and M.L.A., respectively. Occasionally but improperly, the form M.L.A. is used with the names of members of the legislature in the other provinces, where there is but one legislative chamber.

APPENDIX II.

Suggestions to the Teacher.

This book is intended to provide two years' work in the subject. During the first year the pupil should gain a general acquaintance with our government in its many divisions and learn to understand the meaning of the unfamiliar terms. The second year's work may include, in addition to a more thorough study of the topics treated in the book itself, a little independent investigation of questions of a more advanced character. A short list of such questions is given under Appendix IV. Many others will readily occur to the mind of the teacher. In order to obtain the necessary information pupils should be encouraged to consult the library (there should be one in every school), the newspapers, reports of governments and municipal councils, and their parents or older friends. It will probably surprise the teacher to find what an interest some will take in work of this kind. If a meeting of a mock council or parliament can be organized with the help of the senior scholars, the interest will be greatly increased.

There have been inserted in the book the most famous portions of the political poems of Tennyson. Certain lines in them express so perfectly some of the maxims of government that they are becoming part of our ordinary language.

In teaching civics, the purpose is not so much to load the pupil with knowledge, as to inspire within him a never-dying interest in the affairs of the nation. Hence, do not ask him to learn by heart such lists as occur under Topics II and XII. Rather let him acquire, through frequent reference, a practical acquaintance with them.

APPENDIX III.

A Brief Bibliography.

This list may be useful to the teacher, as it includes the names of books very easily obtained.

1. Necessary Books.

How Canada is Governed, Bourinot. Contains the British North America Act in full.

Canadian Almanac for the current year. Contains lists of British and Canadian cabinet ministers, of members of parliament and legislatures, of judges and

sheriffs, and of municipalities and their officers, the customs tariff in full, and an account of the British Army, the British Navy, and the Canadian Militia.

2. Helpful Books.

The English Constitution, Bagehot. Contrasts the British and American systems of government.

Europe in the Nineteenth Century, Judson. Gives brief accounts of the constitutions of the principal countries of Europe.

School Civics with Civics of New York State, Boynton. Contains the constitutions of the United States and New York.

3. For More Advanced Study.

American Commonwealth, Bryce, 2 vols. Interesting and invaluable.

Canadian Annual Review, Hopkins. The volume for each year gives an excellent account of public events.

Letters of Queen Victoria, 3 vols.

Life of Gladstone, Morley, 2 vols.

(These two books shed light on the development of the English constitution in the nineteenth century.)

The Statutes of the Dominion and the Province. Copies of special statutes may be obtained from the various government offices, or from the King's printer, either *gratis* or on the payment of a small sum.

Canada Year Book, published by the Census and Statistics Office, Ottawa. Contains all kinds of statistical information.

APPENDIX IV.

Subjects for Study.

(For Advanced Pupils.)

TOPIC I.

1. Look up in the dictionary or elsewhere the meaning of the following: aristocracy, aristocratic, democracy, democratic, oligarchy, oligarchic, anarchy, anarchist, socialism, socialist, autocrat, autocracy, autocratic.

2. Find out the names of the rulers of the great powers of the world.

3. Discover something about the government of the countries commonly mentioned in the newspapers.

4. Read the lives of Queen Victoria and Abraham Lincoln.

5. What do you think is the best form of government? Give your reasons.

TOPIC II.

1. To which of the two, the Dominion or the province, belong those powers which are not definitely assigned in

the constitution? Show how our constitution differs from that of the United States in this respect.

2. Discuss the value and dangers of the power of disallowance.

3. Give an account of the negotiations that led up to confederation.

4. "The laws of our province have much more to do with our ordinary life and its happiness than have the laws of the Dominion." Discuss this statement.

5. Find out what you can about the federal constitutions of the Commonwealth of Australia and the Union of South Africa.

TOPIC III.

1. Give a brief account of the governors-general of Canada since confederation.

2. Compare the duties of the governor-general of Canada with those of the president of the United States and the president of France.

3. What would be the advantages and disadvantages of the appointment of a Canadian as governor-general?

4. Would it be advisable to have the governor-general elected by popular vote?

5. What are the arguments in favour of retaining the Senate?

6. How do you think the Senate could best be "reformed"?

7. What difficulties may arise, if the leader of the government or a large proportion of his cabinet belong to the Senate?

TOPIC IV.

1. Read over the speech from the throne given at the opening of the last session of parliament, and make notes as to its form and contents.

2. What corresponds at Washington to our "speech from the throne"?

3. Give an account of the usual proceedings in the House of Commons on the opening day of the session.

4. Discuss the question of the supremacy of the House of Commons in our system of government.

5. Give an account of the duties of the speaker of the House of Commons.

6. Describe how a debate is conducted in parliament.

7. What are the advantages of committees in the work of the House?

TOPIC V.

1. Trace briefly the origin of the cabinet in English history.

2. Compare our cabinet with the American cabinet.

3. What are the advantages and disadvantages of the Canadian cabinet as an instrument of government?

4. What difference is there between the position of a premier under our system and that of a president under the American system?

5. What foreign nations have adopted the British cabinet system?

6. Why is it necessary that all members of the cabinet should be in agreement on important questions?

TOPIC VI.

1. Make out a list of important public questions now before the people of Canada.

2. What would be the result in our system of government, if political parties ceased to exist?

3. What are the advantages and the disadvantages of the party system of government?

4. What is a coalition government? Have we ever had a coalition government in the Dominion?

5. What were the platforms of the two parties at the last Dominion elections?

6. Write an article favouring the policy of one of the parties.

TOPIC VII.

1. Find how long the last session of parliament lasted. Indicate briefly what business was done during the session.

2. On what dates and in what years are federal elections held in the United States?

3. What would be the result in our system of government, if elections were held on fixed dates as in the United States?

4. How many parliaments have we had since confederation? Find what was the length of each and the year of dissolution.

5. What are the names of the premiers since confederation? How did each come to give up office?

6. Give an account of a by-election, if one has been held in your constituency recently.

TOPIC VIII.

1. What are the names of the present members of the cabinet and their departments?

2. Describe the system of "patronage" and its evils.

3. Is management by a board of commissioners an advantage in the case of a public enterprise?

4. Give a brief account of our militia system.

5. What difficulties have arisen in connection with the civil service?

6. Discuss the problem of "strikes."

7. Write a brief account of the development of our railway and canal systems.

TOPIC IX.

1. What are the dangers of a heavy national debt? What is the amount of the national debt of Canada?

2. What is the annual expenditure of the Dominion? Mention the important items of the expenditure.

3. Would it be advisable to adopt a system of direct taxation for the Dominion? Give reasons for your answer.

4. Discuss briefly the Canadian tariff question.

5. Make a note of the important points in the last budget speech.

6. How are customs and excise duties collected?

TOPIC X.

1. Tell how you would proceed at the bank in depositing money and in withdrawing it.

2. What are the merits of the Canadian banking system?

TOPIC XI.

1. Who are the members of the provincial executive and what are their departments?

2. What are the policies of the political parties in provincial matters?

3. What are the merits and defects of the system of Dominion subsidies to the provinces?

4. Would it be better if the Dominion and the provincial political parties were entirely separate from each other?

TOPIC XII.

1. What is the name, size and population of your municipality?

2. Write a brief history of your municipality since its organization.

3. Describe its physical features and its industries.

4. Who are the members of the council?

5. Give an account of the last municipal election.

6. What are the important questions in municipal politics?

7. Mention some of the property exempt from taxation in your municipality.

8. What are the chief items in the expenditure of your municipality? What is the amount of the expenditure. Is your municipality in debt?

9. Describe the method of assessment in your municipality.

TOPIC XIII.

1. In what judicial district do you live? Who is the sheriff? Who are the judges of the county court? What is the name of the nearest place where court is usually held?

2. Write a note on the police force of your municipality.

3. Mention an important case that has gone to the Privy Council in England for final decision.

TOPIC XIV.

1. Describe your school and grounds. What was the cost of the building? What improvements are most needed, and how much would they probably cost? What has been the cost of the furniture and equipment of your schoolroom?

2. How much money does your school district (division or section) receive in grants, and what is its expenditure? What is the rate of taxation for school purposes?

3. Where is the nearest high school (collegiate institute or academy)? Tell what you can about it.

4. Give an account of the university or universities of the province, and of the agricultural college.

5. What are the advantages of a good education?

APPENDIX.

Canadian Fathers of Confederation.*

By R. E. Gosnell.

The Right Hon. Sir John Alexander Macdonald (1815-1891), was born in Glasgow. His parents moved to Kingston in 1820. His father was a manufacturer in a small way and settled at various points before his final return to Kingston, and the boy Macdonald had that experience in hard pioneer life which gave him such an advantage in his subsequent career in dealing with the stern facts of a stormy political period. John Macdonald was educated in a country school and at Kingston Grammar School. He studied law and was called to the Bar in 1836. Elected to the Parliament of Canada in 1844, he was a member of the Legislature continuously until 1867, and a member and virtual leader of a number of administrations from 1847 during the same period. He was a conspicuous and directing figure of Confederation from the first Conference to the consummation of Union in 1867. He was first Prime Minister after Confederation and, with the exception of a period between his defeat in 1873 and his return to power in 1878, was in control of Canadian affairs from 1867 until 1891. He was continuously in Parliament and for the greater part of the time in office for a period of nearly fifty years. His peculiar gifts as a public man were leadership and constructive statesmanship.

The Hon. George Brown (1818-1880) was born at Alloa, near Edinburgh, Scotland, and was educated at Edinburgh Academy. His father was a printer and publisher, and becoming involved in business set out for America with his son, and founded two papers. Subsequently father and son moved to Canada, and in 1842 the *Chronicle*, of Toronto and, subsequently, in 1844, the *Globe*, were started, the latter being the political organ of the Liberal Baldwin-Lafontaine government. From that time onward to the day of his death, George Brown conducted the Toronto *Globe*, which as a weekly and daily exerted tremendous influence politically throughout Ontario. In Canada, Brown, as Horace Greely in the United

*The term "Confederation" as applied to the union of the Canadian provinces is not strictly accurate. As defined in the Oxford Dictionary, in modern common use "'Confederation' is usually limited to a permanent union of states for common action in relation to external affairs," of which there have been several well-known examples in history,—the Germanic Confederation, 1815 to 1866; the Confederation of the Rhine, 1806 to 1873; and the New England Confederation, 1843-84, and others. The Canadian Union should be known as a Federation, but the continuous use of the word "Confederation" from the first in Canada has by common consent condoned it, if it has not justified it.

States, occupied the position of its greatest editor. He advocated many and great reforms and was for many years virtually leader of the Liberal party in Ontario. He was not only a journalist but a speaker, and took a prominent part in public affairs, discussing and being an active participant in all the big questions and movements of his day. His most important distinction is the part he played in bringing about Confederation, to accomplish which he joined hands with Sir John Macdonald, with whom he was in bitter political rivalry and enmity in 1864. Immediately, however, Confederation was assured he severed relations with Sir John. After Confederation he was appointed to the Senate by Alexander Mackenzie when Premier, but his energies were confined principally to the direction of the *Globe*. He died in 1880 as the result of a bullet wound inflicted by a discharged employee. As a journalist and Parliamentarian, George Brown was distinguished by tremendous energy, unflagging zeal in his causes, intense earnestness, and the fighting spirit of a Crusader.

The Hon. Sir Oliver Mowat (1820-1903) was born in Kingston. His father, John Mowat, coming from Caithness, Scotland, fought in the wars against Napoleon, and was in at the close of the war of 1812, in Canada. He was educated in private schools, studied law in the office of Sir John Macdonald, and was gowned in 1841. Mowat began his public career as an alderman in Toronto in 1856. In 1857 he was elected to Parliament for South Ontario on the Liberal platform of the day. He was a member of the short-lived Brown-Dorion administration, and was Postmaster-General in the Sicotte Government, 1863, for the space of ten months, after which came the deadlock which brought about the coalition government for the purposes of Confederation. It was during the Quebec Conference that the Vice-Chancellor of Upper Canada died, and Mowat was offered the vacancy and accepted. After the defeat of the John Sandfield government and the Hon. Edward Blake, who succeeded as Premier, had decided to take to the federal field in 1872, Mowat stepped down from the Bench to take the reins of government in Ontario, which he held securely for 25 years. When Sir Wilfrid Laurier became Prime Minister in 1896, Oliver Mowat was invited to be his Minister of Justice, and to take a seat in the Senate. He retained this position for a year, when failing health induced him to accept the position of Lieutenant-Governor of Ontario. Sir Oliver Mowat's place in Canadian politics was made by his success in provincial legislation which became largely an example for the rest of the Dominion. If, as has been said, Sir John Macdonald was the chief architect of Confederation, he may be said to have best interpreted the principles of the British North America Act, which was its framework.

The Hon. William McDougall (1822-1905) was born near Toronto and was "carefully educated in Toronto, and Victoria

College, Cobourg," and was admitted to the bar in 1847. Temperamentally, McDougall was a journalist and followed journalism rather than law, being associated with the Toronto *Globe* for some years. He was also a ready and gifted speaker, and readily took to politics. He was elected to Parliament for North Oxford in 1858. He was for a time a member of John Sandfield Macdonald's cabinet, and along with Brown and Mowat joined the coalition government in 1864. Unlike Brown, McDougall remained with the government, but found not much favour with the Conservatives and was read out of the Liberal party in consequence. He had strongly urged the bringing in of the West of Canada, and was made Lieutenant-Governor of Manitoba and the North-West Territory when the latter were created. Owing to the Riel Rebellion he never reached the seat of office and returned to Ottawa. The circumstances in connection with his failure in the West estranged his relations with Sir John Macdonald, and he never afterward occupied a prominent position in affairs, although elected once to the Ontario legislature and once to the House of Commons. His frequent changes in politics earned for him the title "Wandering Willie," but he was a man of clear vision, and as described by one writer: "A skilful publicist, an artful orator, and an imaginative legislator."

The Hon. James Cockburn (1819-1883) was born in Berwick-on-Tweed, England, and came to Canada in 1832. He was educated in Berwick Grammar School and at Upper Canada College; was called to the Bar in 1847, and elected as a Liberal-Conservative for West Northumberland, Ont., in 1861; was Solicitor-General for Upper Canada from 1863 to 1867; was Speaker of the House of Commons in 1867 and again in 1872. Cockburn was a public man of ability, commanding the highest respect of the country.

The Hon. Sir. Alexander Campbell (1821-1892) was born in Yorkshire, of Scotch parentage, and Canadian adoption at the age of two. He was educated privately and at Kingston Royal Grammar School. He studied law in the office of the late Sir John Macdonald, and after being admitted to the Bar entered into partnership with him in 1842. Campbell was elected to the Legislative Council of Ontario in 1858; became Speaker in 1863; and had the post of Commissioner of Lands under the Tache-Macdonald ministry; was called to the Senate at Confederation and joining Sir John Macdonald's government became in succession Postmaster-General, Minister of the Interior and Minister of Justice; in 1879 was created a knight of the order of St. Michael and St. George. Though not brilliant he was rated very sound and of good judgment as an administrator.

The Hon. Sir George Etienne Cartier (1814-1873) was born in Quebec at Antoine, on the banks of the Richelieu, which had

been the home of his forbears, who it was claimed were related in descent to Jacques Cartier, for generations. He was educated in the College of Montreal and adopted the legal profession. Cartier was brought up in the school and atmosphere of Papineau and was early thrown into the whirl of politics, being elected to Parliament in 1848. It was the most stormy period, in Lower and Upper Canada, of our public life, which for 30 years seethed with agitation and party strife. From the time of his election to his death Cartier was in the storm centre of it all, and was always a conspicuous and dominating figure. He succeeded Papineau as the popular leader of the French-Canadians and from 1854, after which he joined the MacNab-Tache administration, he was almost steadily in office. To his influence is mainly due the Union of provinces, so far as Quebec was concerned. Along with Sir John Macdonald, who was the unquestioned leader in Upper Canada, and well liked in Quebec, he piloted the movement for Confederation to a successful conclusion. Along with McDougall he negotiated the purchase of the Hudson's Bay Co. lands in the Middle West, and was also an ardent advocate and the chief promoter of the construction of the Grand Trunk railway. At Confederation he was made a Baronet as a recognition of his services, and after Confederation was a member of Sir John's ministry and his chief assistant in the negotiations connected with the bringing in of British Columbia and in the legislation providing for the construction of the C. P. R. Sir George Cartier, a man of ardent temperament and creative ability, was a wonderful worker and a great force.

The Hon. Sir Etienne P. Tache (1795-1865) was born in St. Thomas, Que. As President of the Quebec Conference, and for many years a trusted leader of the French-Canadian people, and as twice Premier of old Canada he occupied a unique position in the story of Confederation. Sir E. P. Tache had served in the war of 1812; he had been a member of the Legislative Assembly from 1841 to 1846; he had become a member of the Executive Council in 1848 and a member of several administrations; had retired definitely from public life and had come back again at the call of his country. He had the unstinted confidence of the people and was specially honored by the Queen. By profession he was a Doctor of Medicine.

The Hon. Sir Hector Langevin (1826-1906) was born in Quebec city, and after studying law was admitted to the Bar in 1850. As was not uncommon with public men, he engaged in journalism for a time and was an editor for ten years. He was mayor of Quebec for five years, and sat in the old Parliament of Canada for a period until 1867. He occupied a seat in the Dominion House during the second term, retiring for a time but re-entering in 1876. Langevin was made Postmaster-General in

the Macdonald Cabinet in 1878, and in the following year Minister of Public Works, in which position he remained until the revelations in the McGreevy scandal brought about his resignation.

The Hon. Sir Alexander Tulloch Galt (1817-1893), of whom Hammond says he "was a reservoir of ideas, a fearless exponent of finance and the first man to force Confederation into practical politics," was born in London, England, and came to Canada in 1834 as a clerk for the British America Land Company, in Sherbrooke. His business in life was finance. His father was John Galt, the Scottish novelist, who founded the towns of Guelph, Galt, and Goderich, in Ontario. Alexander Galt rose rapidly in business, was elected to Parliament in 1849 for Sherbrooke. His striking achievements were in finance, of which he became Minister for Canada in 1858, reforming and restoring sound conditions and introducing the decimal system of currency in railway promotion, being President of the St. Lawrence and Atlantic railway, and a director of the Grand Trunk railway; and in the promotion of Confederation, of which he was the first practical exponent, and on account of which he went to England in 1859. He was closely associated with every step in the progress of Confederation, and in 1867 shared with others the distinction of a baronetcy. Sir Alexander was the first Canadian Minister of Finance, but his independence of character made him what he was described as a "political impossibility," and he did not longer identify himself with any party in power.

The Hon. Thomas D'Arcy McGee (1825-1868) was born at Carlingford, County Louth, Ireland. "His school education was limited, but his ardent imagination and quick apprehension soon made him an intelligent, if not deeply educated man." (Hammond.) His early associations and hot, Celtic temperament made him revolutionary at a time and in a community when hatred of England was rife. Migrating to America at seventeen, he quickly came to notice by his writings in the Boston *Pilot*, a weekly Irish Catholic newspaper, on account of which he was invited back to Ireland as editor of the Dublin *Freeman's Journal*. During the next five years he lived through a period of revolutionary stress in Ireland and in America which materially changed his views, and from being a vehement member of the Fenian brotherhood, which involved arrest and exile, he ultimately (in 1852) settled in Montreal, a good and active friend of British connection. Studying law, he soon entered politics, and became President of the Council in the Sandford-Macdonald-Sicotte government, but a year later developed bitter opposition and warmly attached himself to Sir John Macdonald, as a matter of personal liking, and was Minister of Agriculture in the Tache-Macdonald administration, and held the portfolio until 1867. His part in Confederation as an eloquent

exponent of the principle of union was very great, and perhaps no man in Canada, before or since, has combined the literary charm of poetic imagination and glowing eloquence in the same degree. His change of allegiance from Fenianism to loyalty to Great Britain aroused bitter enmity to him on the part of the former, and one evening in April, 1868, after making a memorable speech in the House of Commons, was shot and instantly killed as he entered his house by Thomas Whelan.

The Hon. Jean Chapais (1812-1885), merchant, was born at River Ouelle and educated at Nicolet College. He became a member of the Canadian Assembly in 1851, and remained as such until Confederation; was member of the Executive Council and Commissioner of Public Works from 1864 until Union; was Minister of Agriculture and Receiver-General in Sir John Macdonald's first ministry; made Senator in 1868.

The Right Hon. Sir Charles Tupper (1821-1915), one of the most conspicuous and the most forceful of all Canadian Statesmen, was born in Amherst, N.S., of New England Puritan stock. His early education, assisted by remarkable precocity, was to a large extent private. He studied medicine and graduated as a physician in Edinburgh. His entry into politics in 1855 was remarkable in his defeat of Joseph Howe, a fact which gave him immediate prominence. During the pre-Confederation period of Nova Scotia from that time it was "a battle of giants" between them, the greatest personal forces that province has known. It is scarcely necessary to review Tupper's provincial career, because the greater interest attaches to him in the wider field of Canadian affairs. It was stormy, and during it he climbed to the leadership, and among his achievements was the provision for compulsory education in Nova Scotia. Though to no one man is attributable the movement of success of confederation, it had its origin mainly in the Maritime Provinces, and Tupper took the practical initiative and was its directing and driving force, and of him it is said that he had the "will to see-it-through in any cause he undertook." He was actively and intimately associated with each step from start to finish, and afterwards remained in Canada a leader in affairs, until he retired from the arena. In Parliament and on the stump he was powerful in debate, and smashing and fearless in onslaught on his political opponents. "The War Horse of Cumberland" well expressed his reputation. In the three great policies of Confederation, National Policy and Canadian Pacific Railway, which distinguished Sir John Macdonald's reign, he along with Sir Leonard Tilley was most closely associated than any other public man. Tupper was for a considerable time Canadian High Commissioner in London, Eng., and relinquished that post to take the Premiership just prior to the accession of Sir Wilfrid to power, and led his party in Opposition in Parliament for the first Parliament after 1896.

The Hon. R. B. Dickey (1811-1903) was born in Amherst, N.S., of North of Ireland parentage. He was educated at Truro High School and Windsor Academy and studied law, taking his gown in 1834. He was a member of the Legislative Council 1858-1867, when he was appointed to the Senate of Canada. Mr. Dickey was a delegate to London, Eng., in 1858 and 1865 respecting the construction of the Intercolonial Railway. Though a member of the Quebec Conference, he declined to subscribe to the Quebec Resolutions on account of insufficient financial provision for Nova Scotia, but gave way in 1868 when Better Terms to that Province were conceded.

The Hon. William Alexander Henry (1816-1888) was born in Halifax, N.S. His father was a merchant. Young Henry was educated in High School, chose law as his profession, and was called to the Bar in 1840. He was elected to the Legislature the same year, as a Liberal, and continued to represent his constituency until 1867, with the exception of one defeat. He took a very prominent part in the politics of Nova Scotia; was Solicitor-General, 1854-1857; and afterwards Provincial Secretary; was Solicitor-General in 1863 and later Attorney-General; was delegate to England in the matter of the railway, which afterwards became the Intercolonial; represented Nova Scotia in Washington in 1865, *re* Washington Treaty, and also a member of the London Conference *re* Confederation. After Confederation he retired to his practice of law, and in 1875 was elevated to the Supreme Court of Canada. Although Henry began political life as a Liberal, from 1857 on he was allied with the Conservatives.

The Hon. Adams G. Archibald (1814-1892) belonged to an old Nova Scotia family, whose grandfather had been a judge of the Supreme Court. Was educated at Pictou Academy. He was called to the Bar of Prince Edward Island in 1838, and of Nova Scotia in 1839. He was elected to the Legislative Assembly in 1851, and was Attorney-General 1860-63. Archibald joined with Howe in affirming the right of the colonies to be consulted in treaties affecting local interests, that being a question which was somewhat acute at that period of our history. In 1857, he went to England to confer with the Secretary of State for the Colonies on that and other matters; he was also a member of the London Confederation Conference. In 1870 he was made Lieutenant-Governor of Manitoba and the North-West Territories. In 1873 he became Judge in Equity for Nova Scotia, but on the death of the Hon. Joseph Howe succeeded him as Lieutenant-Governor. In 1872, Archibald was invested with the Order of St. Michael and St. George.

The Hon. Jonathan McCully (1809-1877) was born in Macan, Cumberland, N.S., of North of Ireland parentage. He was

educated at grammar school and called to the Bar in 1836. For some years he was connected with journalism as special writer and editor. McCully was Solicitor-General and Chief Commissioner of Railways, 1860-62, having been member of the Legislative Council from 1847 to the Union; was delegate to Quebec in connection with the I.C.R.; became Senator in 1867.

The Hon. Charles Fisher (1808-1880) was born in humble circumstances and outside of the aristocratic influences which surrounded the governing forces of the day. He became a lawyer, as Hannay remarks, with "a great knowledge of constitutional and international law." He appeared first in the Legislative Assembly in 1837. In 1843 he was very active in the Opposition in promoting measures of reform, and in 1854, upon the defeat of the government, became Premier and Attorney-General, with Leonard Tilley as Provincial Secretary and J. M. Johnson as Solicitor-General. He was defeated largely as the result of passing a prohibition measure, but came back into office in 1857. He sat in the legislature almost continuously for 30 years, and after 1868 served as a judge in the Supreme Court of New Brunswick until his death. In sympathies and public policy he was distinctly democratic.

The Hon. Sir Leonard Tilley (1818-1896) was born at Gagetown, on the St. John River, N.B., was educated at Gagetown Grammar School and learned the business of druggist, in which he was successful and became wealthy. He was prominent in the cause of temperance and this led him into politics. He was elected to the legislature in 1849, and in 1854 joined the administration of the Hon. Mr. Fisher, and during his term of office passed a measure of total prohibition, which, however, was not successful in operation and brought about the defeat of his government. In New Brunswick Mr. Tilley was a constructive statesman and a reformer, an advocate of railways, franchise enlargement and quadrennial parliaments. In the movement for Confederation, he was in his province what Sir Charles Tupper was in Nova Scotia, the leader. Among other things, he was a lifelong believer in protection, and after 1878, as Finance Minister, prepared the details of the measure of National Policy. As a personal friend, and a right hand of Macdonald, he assisted that statesman greatly in all matters of policy and administrative detail, particularly in the organization of the C. P. R. syndicate in 1880. He remained a colleague of Sir John until 1885, when on account of failing health he retired to accept the position of Lieutenant-Governor of New Brunswick. Sir Leonard Tilley was a man of ideals and sound judgment and gentle demeanor, honest and practical.

The Hon. Peter Mitchell (1824-1899), was born at Newcastle, N.B., of Scotch parentage, was educated at the Grammar School,

and graduated in law in 1848. His vocation, however, was industrial rather than in the line of law and embarked in lumbering, shipbuilding and other such enterprises. He was elected to the Legislative Assembly in 1856. From 1860 until Confederation, he sat in the Legislative Council in which he became leader. At Confederation, he was appointed to the Senate, from which he resigned in 1874, to take a seat in the House of Commons; was defeated in 1878, but re-elected in 1882 and sat until 1891, meeting his final defeat in 1896. His is described as a "stormy career" and he is truly described as "intractable and impatient of discipline." Mitchell was a ready and vigorous speaker and somewhat strenuous in manner and disposition—a man of strong personality. As Minister of Marine and Fisheries after Confederation he showed himself to be an active and extremely capable administrator. In his later political life his alliances had almost disappeared and he was referred to as the leader of a party of one—himself—although of Liberal tendencies. His latter days were somewhat sad and uneventful. He became proprietor of the Montreal *Herald* in 1895, and was finally made Inspector of Fisheries for the Maritime Provinces by Sir Wilfrid Laurier.

The Hon. John Hamilton Gray (1814-1889) was born in Bermuda. A graduate of King's College, N.S., he was admitted to the Bar in 1837. He was elected to the New Brunswick Legislature in 1850; a member of the Executive Council the same year, and Premier in 1856. Judge Gray was umpire between Great Britain and the United States in 1857 under the terms of the Treaty of Washington, and Royal Commissioner on the Tenant Right question of Prince Edward Island, and arbitrator in connection with the same for the Dominion in 1867. After Confederation (1872) he was appointed to the Supreme Court Bench of British Columbia, where he died in 1889. In 1884 he was a member of the commission to enquire into the Chinese question in British Columbia. Judge Gray was author of "Confederation, a History (1871)," being the only complete account of the official proceedings connected with the various conferences, etc. He was learned in constitutional and international law, and an authority on some of the questions which have arisen in connection with Canadian affairs.

The Hon. Edward Barron Chandler (1800-1880) was born in Amherst, N.S., of New England stock. He studied law and was called to the Bar in 1823, after which he held several legal and other minor public offices coincident with his practice. He was a member of the House of Assembly, 1827 to 1836, and of the Executive Council 1844 to 1858, and from 1867 to 1869, being then appointed Intercolonial Railway Commissioner. During his political career he served on several important commissions and in those

connections visited Halifax, Quebec, Washington, and London, Eng. Mr. Chandler was made Lieutenant-Governor of New Brunswick in 1878. He was a Conservative in politics.

The Hon. William Steeves (1814-1873) was born in the county of Westmoreland and educated locally. In business he was a merchant, and politically was a colleague of Sir Leonard Tilley. He was first elected in 1846, and was made a member of the Executive Council in 1851, but left office in 1865. He came back with Tilley the following year. Though not a statesman of mark, he had large influence in local affairs.

The Hon. John M. Johnson (1818-1868) was born in Liverpool, England, and came to New Brunswick at an early age. He was educated at grammar school and admitted to the Bar in 1840. He was elected to the Legislature soon after, and in 1847 became Postmaster-General, then Speaker, Attorney-General, and Solicitor-General. Johnson attended the London Conference, and was elected to the first House of Commons of Canada.

The Hon. John Hamilton Gray (1814-1887), was born in Prince Edward Island, his father coming from Scotland to Virginia before settling on the Island. He was educated for the Army, and was given a commission in the cavalry. Col. Gray fought in the Crimean War and was wounded in the battle of Inkerman. He returned to Prince Edward Island in 1857 and was elected to the Legislative Assembly in the following year. In 1862 he became President of the Executive Council and Premier. It is a curious fact that there were two John Hamilton Grays as fathers of Confederation, both colonels. Though of common descent they were not relatives.

The Hon. George Coles (1810-1875), was a native of Prince Edward Island. Though his early education had been meagre, he was studious and became well qualified for public life, which he entered in 1842, and continued to hold a seat in the Legislative Assembly until 1868. He was Liberal in politics and was leader of his party in Opposition 1857-1867, and leader of the Executive Council and Colonial Secretary afterwards until Confederation. Mr. Coles was particularly prominent in electoral franchise, land and educational reforms.

The Hon. Edward Whelan (1824-1867), was born in Mayo, Ireland, emigrating quite young to Halifax, N.S., where he learned the printing trade and acquired a training in journalism with the late Hon. Joseph Howe. At the age of 18 he went to Prince Edward Island and engaged in newspaper business, and later in politics, in which he espoused the Liberal cause. He was a member of the Legislative Assembly, and for a time Premier of the Colony. Whelan was a forcible writer and effective speaker.

The Hon. Thos. Heath Haviland (1822-1895) was born in Charlottetown, P.E.I., of English parentage. He was educated in Brussels, and studied law, being called to the Bar in 1846. He was elected to the House of Assembly in 1846 and sat continuously as a member until 1878. He was a member of the Executive Council at various times from 1859 until 1872, holding several offices. Haviland was Speaker, 1863-64, and leader of the Conservative party in the Colony, 1867-1870. In 1873, he was one of the delegates from Prince Edward Island to Ottawa to arrange the terms of union with the Dominion. He was appointed to the Senate in the same year and was made Lieutenant-Governor of his province in 1879.

The Hon. Edward Palmer (1809-1899) was born in Charlottetown, P.E.I., of Irish and English parentage. He was educated at the Grammar school of his native place, studied law, and was called to the Bar in 1831, becoming a Q.C. in 1857. As a member of the Legislative Assembly and Legislative Council he was in public life from 1835 to 1870, during which time he was a member of the government in various capacities from 1842—Solicitor-General, 1848 to 1851; Attorney-General, 1854; President of the Council, 1859; and Attorney-General, 1863-69 and 1872-3. In the latter year he was made Chief Justice of Prince Edward Island. In 1863, Mr. Palmer went to England in connection with the land question, for years a burning one in the colony.

The Hon. William Henry Pope (1825-1879) was born in Bedeque, P.E.I., of English parentage. He was educated in Prince Edward Island and in England. He graduated in law in 1847. He was prominent in public life in 1859, being then Colonial Secretary. For four years in the House of Assembly, with a seat in the Cabinet. He went to England in 1863 in connection with the land question, and to the West India Islands to negotiate a treaty of reciprocal trade. He was a man of considerable literary ability and a taste for economics. Mr. Pope was appointed judge of the county court in 1875.

The Hon. Andrew Archibald Macdonald (1829-1912) was born in Three Rivers, P.E.I., where his father was Collector of Customs at the time. He was grandson of Hugh Macdonald who purchased in the early days 10,000 acres of land on the Island and who was extensively engaged in the lumbering business. Macdonald was educated at the public school and became a general merchant, in which business he carried on in a large way. He was elected to the Legislature in 1854, and took a prominent part in affairs; was a member of the Executive Council 1867-70 and again in 1872. In 1873 he was made Postmaster-General of the colony, and after Confederation postmaster of Charlottetown, with which office was joined that of inspector. He remained in the service until made

Lieutenant-Governor in 1884. During his public career Macdonald occupied many positions of trust in the community. The Quebec Resolutions of 1864 were not approved of in Prince Edward Island and in that respect he remained neutral, until the subject of union was renewed on more favorable terms, when he gave it his vigorous support.

Opponents of Confederation :—The Fathers of Confederation although they included some of the ablest men of their day in Canada, did not include all the ablest of the exponents of its principles. Some of them were appointed as delegates to the Charlottetown and Quebec Conferences because of political reasons or because they happened to be members of existing administrations. They were, however, all representative men. On the other hand, there were some exceedingly able and representative men opposed, for one reason or another, to the terms as agreed upon in Quebec in 1864, in all the provinces. These men were heard in the celebrated debates upon the subject in the Parliament of Canada in 1865 and upon other occasions in the Maritime Provinces, and they would be worthy of separate treatment if space permitted.

In Ontario, there was no widespread and virulent opposition as in other parts of Canada, on account of the combined influence of leaders of both political parties. What opposition did arise was not so much to the principle as to Sir John Macdonald himself, for whom the Reformers had the veriest dislike. In Nova Scotia the opposition under the leadership of Joseph Howe was intense, and was shared in by the men of prominence as well as by the people in general. A number of the more influential might be mentioned, but Howe's chief lieutenant was William Annand, a journalist scarcely less brilliant than himself. In New Brunswick the chief protagonist in the fight was Sir Albert J. Smith, a leader of opposition and afterwards Premier. He was a lawyer, a man of wealth, a popular and effective speaker, and his influence was widely felt for the time being. In the end he cheerfully accepted the result and being elected to the House of Commons gave Sir John Macdonald a nominal support until the Pacific scandal, afterwards joining Alexander Mackenzie in his government.

In Quebec the opposition arose more from the almost traditional enmity between Upper and Lower Canada than from the principles involved. It included a number of prominent representatives from that province, among them Sir Wilfrid Laurier, although then too young to be influential. The most conspicuous and able of the opponents were Sir Antoine Dorion, who spoke at great length and clearness against the proposal in the debates, and Mr. Christopher Dunkin, the author of the Dunkin Act, the precursor of the Scott Act in the progress of temperance legislation. He occupied many hours, more hours than other persons in the debate of 1865, in a

speech remarkable as a resume of all possible objections presented with all the ability of a lawyer in a great case in court. After his objections had been overruled, so to speak, he joined forces to make the measure as perfect as possible, and subsequently accepted a seat in Sir John's cabinet.

Prince Edward Island did not accept the principle of Confederation until 1873. The principal opponent to it in that province was a sturdy son, in the person of the Hon David L. Laird. He, however, was the leader of the first delegation of six members from the Island in the House of Commons, and in the administration of Alexander Mackenzie became Minister of the Interior. The Opposition in Prince Edward Island was perhaps the result of insularity, the reason for Newfoundland not coming in. There was the loss of autonomy and the merging of a small community into a very large one, without any apparent compensating advantages.

Newfoundland sent delegates to the Quebec Conference, and returned with the resolutions passed in 1764, but the proposals for union were not received with favour, and the Ancient Colony has up to the present remained by itself. The delegates were Sir F. D. T. Carter and Sir Ambrose Shea, two men who were for a long time members of the House of Assembly and otherwise very prominent in affairs. Carter was Premier and twice Governor of Newfoundland. Shea became Governor of the Bahamas.

The War-time Election of 1917.

Owing to the outbreak of the Great War the Parliament elected in 1911 was not dissolved at the end of five years, but its term was extended to six years. Dissolution took place and an election was held in 1917. For the purpose of this election a special Act, called the War-time Elections Act, was in force. It suspended some parts of the Dominion Elections Act and made certain special provisions. The most important of these provisions were:

No person was allowed to vote, if he became a British subject after March, 1902, and was born in a country at war with us, or was born elsewhere in Europe and his mother tongue was the language of a country at war with us.

A woman having the same qualifications as those required in the case of male voters, was entitled to vote, if she was the wife, widow, mother, sister or daughter of a soldier or nurse on active service with the Canadian or British forces.

Enumerators were appointed under the Act to enter on the voters' list the names of all persons qualified to vote. Candidates were nominated on November 19th and polling took place on December 17th. In the larger cities the poll was opened at 6 o'clock in the morning and was closed at the usual hour. (See page 73). Polling places were provided overseas to enable the soldiers and nurses to cast their votes.

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